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SOUTHERN PACIFIC RAILROAD

RIGHT-OF-WAY REPORT

(San Ramon Branch Line)

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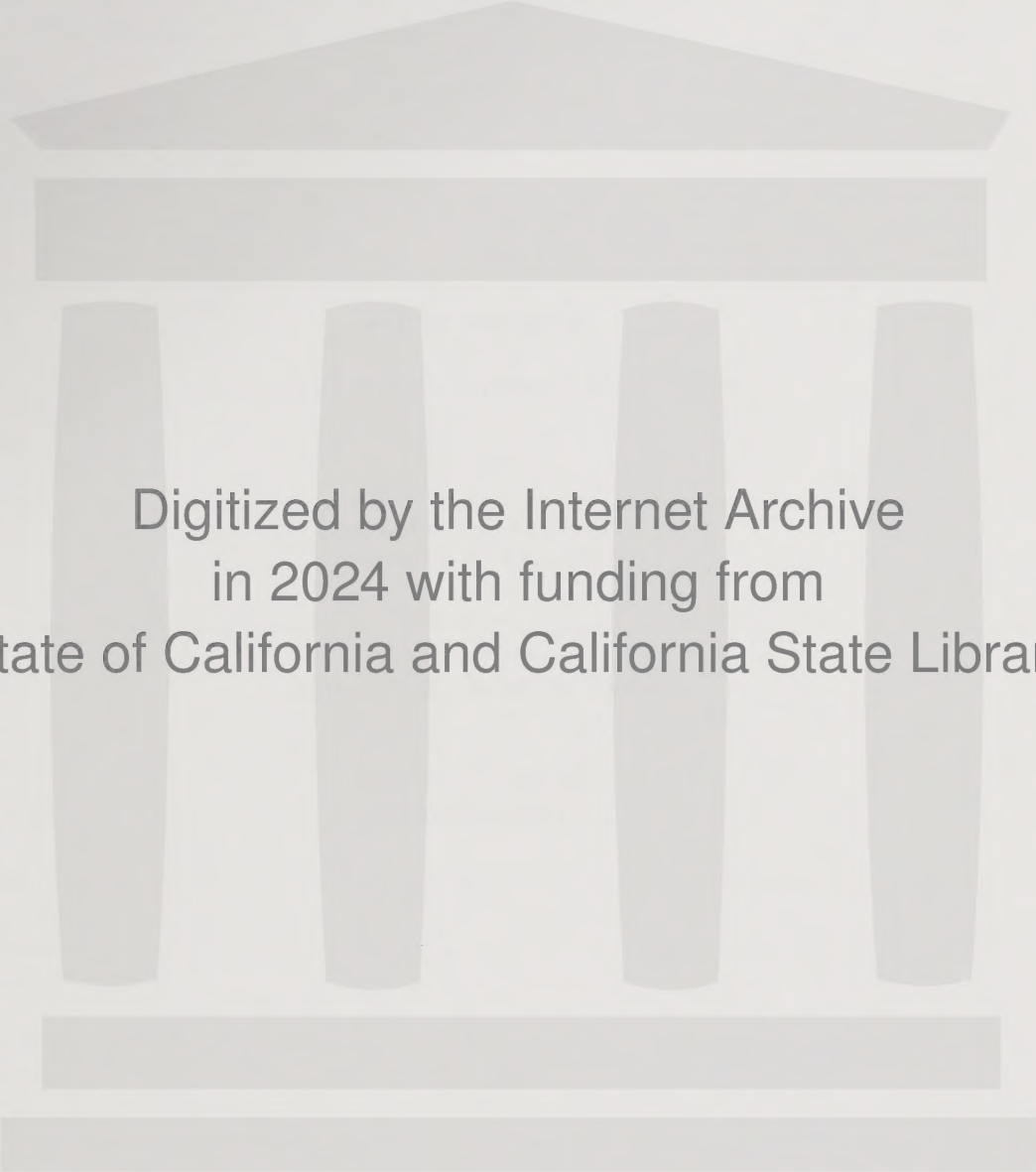
Prepared by the
Contra Costa County Planning Department
October 1, 1980

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CHAPTER I

REPORT SUMMARY AND ACTION PLAN

This report was prepared pursuant to a directive by the Board of Supervisors to make a comparative study of alternative uses of an abandoned section of Southern Pacific Railroad's San Ramon branch line. The affected right-of-way extends from Concord to San Ramon while going through several communities including Pleasant Hill, Walnut Creek, Alamo, and Danville.

The right-of-way was created in 1890 through an organized effort by local land owners and presented as a gift to the Southern Pacific Railroad Company in exchange for the development of rail service. Most of the right-of-way is 100 feet in width or less. Although rail service was recently discontinued, Southern Pacific maintains a high-pressure fuel pipeline that runs the entire length of the right-of-way. In addition, many subsurface utilities lie within the right-of-way.

This report reviews the merit of establishing various public and private land uses. Among these uses are light rail, utilities, roadways, bus transit, trails and the addition of the right-of-way to abutting property owners.

Many of these uses are inherently conflicting; but the report attempts to identify compatibility between alternative uses of the right-of-way wherever apparent.

In preparing this report, staff received suggestions and comments from a variety of local governmental agencies. Foremost among these agencies were the County Public Works Department, East Bay Regional Park District, County Service Areas R-7 and R-8, and the Cities of Concord, Pleasant Hill and Walnut Creek. Their help is acknowledged and deeply appreciated.

Recommendations:

The policies listed below are recommended to guide development of the Southern Pacific right-of-way. These policies are more explicitly set forth in Chapter VIII.

- The Board of Supervisors should reaffirm the existing General Plan policies that a trail is an appropriate use along the right-of-way. This trail should be established in concert with other transportation uses of the right-of-way (e.g. pipelines).
- An open corridor median within the right-of-way that prohibits structural development, but allows nonstructural uses and subsurface facilities, should be maintained.
- Limited forms of private development within selected portions of the right-of-way (e.g., along nonresidential areas) should be permitted.
- A continuous trailway to run from Monument Boulevard in Concord to Alcosta Boulevard in San Ramon should be established. The trailway should serve bicyclists, pedestrians, equestrians (where appropriate) and joggers. Barriers would be adapted

into trail design to abate nuisance activity. Most of the trailway should be a minimum of 50 feet in width (including commercial districts).

Pending further investigation, several segments of the right-of-way are identified as potentially suitable locations for roadways. One roadway could run between Monument Boulevard and Treat Boulevard in the Pleasant Hill area. Another roadway could be located between San Ramon Valley Boulevard and Sycamore Valley Road in the Danville area.

Acquisition and development of most of the trailway would occur over a four to five year period. In reviewing prospective funding sources, no single state or federal program capable of financing a trailway of the scale proposed in this report could be identified. However, a development program that draws on private as well as public sources (including utility districts and school districts) could be organized to construct a trailway within a reasonable time period.

Until right-of-way segments are acquired for trailway purposes, the establishment of short-term leases, including nuisance abatement leases, would be acceptable subject to review by the County.

Action Program for Trailway Development:

Listed below is the general sequence of steps to be followed in the development of the trailway:

1. Protect a corridor for transportation uses, including trails, for the entire length of the right-of-way.
2. Acquire continuous segments of right-of-way for trailway purposes on a project-by-project basis. Authorized equestrian, pedestrian and jogging uses can begin as soon as trailway rights are secured.
3. Install barriers--compatible with trail use--at selected road crossings to mitigate nuisance activity in the right-of-way.
4. Construct trail bridges at creek crossings.
5. Develop bikeway (paved surface) and establish bicycle use.
6. Develop recreational facilities, gardens, landscaped buffers and other visual amenities.

Trail design shall generally adhere to the physical development standards set forth in A Trail Manual, published by the East Bay Regional Park District.

Assignment of Responsibilities:

Development and maintenance of the trailway will require a joint effort involving several public agencies within and outside the jurisdiction of the County of Contra Costa. A clear delineation of responsibilities will be essential to a successful development program. Responsibilities should be assumed or delegated as follows:

County Planning Department:

1. In concert with the East Bay Regional Park District, pursue and accumulate financial support from federal, state and local sources for trailway development.
2. Review private development projects within or near right-of-way for participation in trailway and corridor development.
3. Provide guidance and coordination to affected public entities for physical development and efficient use of the right-of-way.

East Bay Regional Park District:

1. Serve as manager and custodian of the trailway facility in the unincorporated area. In coordination with the County Sheriff, the East Bay Regional Park District should police against nuisance activities, including weed and litter abatement and motorcycle use.
2. Develop plans for acceptable nuisance abatement barriers to be erected at roadway intersections. These barriers should be designed for subsequent adaptation into trail design.
3. Develop volunteer programs to enhance the attractiveness and utility of the trailway facility.
4. The District, in concert with County efforts, should apply, as appropriate, for state and federal funds to assure acquisition of the right-of-way and development of the trail.

County Public Works Department:

1. In concert with East Bay Regional Park District, review the adequacy of trail facilities including bridges and road crossings.
2. Prepare a cost-effectiveness study of alternative traffic improvement proposals in the Interstate 680-Sycamore Valley Road vicinity. The study should encompass the widening of the freeway overpass at Sycamore Valley Road and the construction of a roadway within the Southern Pacific right-of-way between San Ramon Valley Boulevard and Sycamore Valley Road.
3. Serve as the negotiating agent in the acquisition of right-of-way for trailway purposes. With the consent of autonomous districts, the Planning Department should serve as the focal coordinating agent for right-of-way segments in which multiple public facilities are planned or existing public facilities need protection.

Local Park and Recreation Agencies:

1. Until sufficient trailway lengths have been acquired, the East Bay Regional Park District may not wish to assume the responsibilities proposed above. On an interim basis, local park and recreation districts (Dublin-San Ramon Services District and

County Service Areas R-7 and R-8) should be prepared to assume custodial responsibilities of railway segments.

County Counsel:

1. In concert with the Planning Department, prepare a draft zoning ordinance amendment for adoption by the County to regulate land uses within the Southern Pacific right-of-way, as substitute for the interim ordinance currently in use.

Other Public Agencies:

1. Other public agencies, as discussed in the report, have expressed an interest in use of portions of the right-of-way. These agencies should expedite their decision-making process to determine their specific needs.
2. Those needs should be reviewed as part of a coordinated acquisition process to ensure multiple usage of this valuable resource.

CHAPTER II INTRODUCTION

The central urban area of Contra Costa County is transected in a north-south orientation by the Southern Pacific right-of-way. This right-of-way formerly contained the San Ramon branch line which for many years provided train service between the north coast of Contra Costa County and Pleasanton in the Livermore Valley of Alameda County. In March 1978, the Interstate Commerce Commission (ICC) authorized the abandonment of rail service for a 19½ mile section of this branch line, pursuant to a request by the Southern Pacific Transportation Company. The abandoned section is totally contained within the boundaries of Contra Costa County.

In the aftermath of the ICC decision, a number of public and private entities have expressed interest in utilizing the vacated right-of-way area for various purposes. Some of the proposed uses would conflict with plans developed by communities that are intersected by the right-of-way. The prospect for the establishment of many of the proposed uses has aroused public interest as to the manner in which the right-of-way should develop.

In response to this concern the Board of Supervisors directed County staff to take three actions with regard to the right-of-way area in which rail service was abandoned.

The first item concerned a study of the feasibility of installing closures at right-of-way crossings. The purpose of these closures would be to eliminate or reduce objectionable uses in the right-of-way such as dirt bikes and the dumping of garbage and waste.

In November, 1979, the Public Works Director submitted a report to the County Finance Committee on the cost of erecting fences, gates and other barricades. Subsequently, the Finance Committee advised the Board of Supervisors that placement of obstacles could be selectively located along the right-of-way to minimize project expense. After the Board resolved to adopt the recommendations of the Finance Committee, the County approached Southern Pacific, as the owner of the right-of-way to provide the proposed facilities. Southern Pacific, however, indicated that adjoining property owners were prepared to purchase leases and close off the right-of-way at their expense but that such considerations had been suspended pending anticipated land use policy action by the County affecting the right-of-way. Previously, the Board of Supervisors had indicated that the County might serve as an intermediary for local community groups to arrange for barrier construction.

The second action involved the adoption of an urgency interim ordinance to prohibit development or subdivision within the Southern Pacific right-of-way without the granting of a land use permit. The ordinance was first adopted for a four month period in December 1979. In April of this year, the Board of Supervisors extended the ordinance period for an eight month period to December 7, 1980.

The third element of the Board order directed the Planning Department, in concert with the Public Works Department, to study how the County should approach the use of the Southern Pacific right-of-way. The Board directed staff to examine:

- the establishment of a trails system;
- the allowance of other uses by neighboring property;
- the proposed width of a trail;
- the desirability of prohibiting permanent structures;
- the prospects of state and federal funding.

This report has been prepared to address and advise the Board of Supervisors regarding this last directive. The report describes the right-of-way and recent public decisions affecting its use. Alternative development concepts are presented and analyzed including trailway, linear park, roadway, private development, light rail and other land uses. Opportunities for accommodating and integrating varied but compatible land uses are identified. On the other hand, potential conflicts between land uses within and outside the right-of-way are also discussed.

The report concludes by proposing a continuous multi-purpose trailway and other public and private land uses within or near the right-of-way. To aid in the implementation of these proposals, prospective funding sources are identified in Appendix III with the most probable sources discussed in the text, and the adoption of several planning policies are recommended.

No rapid method of implementing the trail, nor major funding source became readily apparent as a result of this study. Implementation will have to occur over time on a project by project basis.

Historical Background:

Construction of the San Ramon branch line dates back to the latter part of the nineteenth century. The origins of the line have been documented in an unpublished study prepared by Irma M. Dotson.* Some of the study's findings are reported below.

In 1890, the Diablo and San Ramon Valleys were sparsely populated and the economy was primarily agrarian. Dirt roadways provided the only means to move goods to market. Consequently, travel was slow and the upkeep of roads was costly.

In response to these conditions, the local citizenry organized to bring rail service to the area. A route was planned to run from the north coast rail line at Avon to the rail line in Pleasanton of Alameda County largely paralleling the Walnut Creek channel.

Local citizens approached two railroad companies to develop the proposed line. The first firm to consider development of rail service across central Contra Costa County was the Contra Costa and Eastern Terminal Railroad Company. The company offered to pay for right-of-way land whenever owners were not willing to donate these lands. (There was incentive for many landowners to make donations because of the increase in land values resulting from rail access.) Though a route was surveyed, the company dissolved before the plan could be implemented.

*Dotson, Irma M., The Story of the Coming of the Railroad to San Ramon Valley, 1980.

The next firm to consider the development of a San Ramon branch line was the Southern Pacific Railroad Company. Their proposed route essentially followed the one surveyed by the CC & ETRR Company. Unlike the first company, Southern Pacific did not offer to purchase any portion of the right-of-way. Therefore, to induce Southern Pacific to provide rail service to the area, the residents were compelled to convey the right-of-way without remuneration.

The owners of approximately half the necessary right-of-way area were prepared to make donations. The owners of the remaining area claimed severance damages or simply insisted on compensation. To meet these claims, a subscription effort was initiated that enlisted the support of property owners who did not abut the proposed right-of-way but who would benefit from the establishment of rail service. Eight affected school districts also participated and played a central role in the subscription drive.

By September 1890, the necessary funds had been raised. The deeds were secured and conveyed to SPRR Company for the entire right-of-way area from Avon to San Ramon. The only right-of-way expense incurred by the railroad company was the acquisition of a 30 acre segment north of Avon, the Tormey tract.

By May of the following year, the roadbed was prepared and tracks laid from Avon to San Ramon. Shortly thereafter, rail service was established to carry passengers and freight to such Bay Area destinations as Port Costa and San Francisco. Freight service along the line was still in operation as recently as five years ago.

Reversionary Interests:

Some of the deed instruments conveying the right-of-way area to Southern Pacific contained reversionary clauses. Though the wording varied, the general thrust of these clauses provided that ownership of the property would return to the original owner should rail service or the Southern Pacific "business" be discontinued.

Since the time of rail service abandonment, we have not become aware of any attempts to claim a "right of entry" over any portion of the right-of-way. In many instances, the legal costs of asserting these rights may outweigh the potential benefit to be gained from ownership of the right-of-way. The original deed descriptions are difficult to interpret. In the ninety years since the inception of the right-of-way adjoining properties have been repeatedly subdivided and there has been considerable turnover in ownership. Identification of potentially affected successors and assignees of the original estates and their respective reversionary interests would in most cases be a difficult task. Moreover, the legal standing of the reversionary clauses and claims for right of entry may be tenuous and vulnerable to reasonable challenge based on changing geographic and economic circumstances.

Southern Pacific Organization:

Historically, the Southern Pacific Railroad Company gained most attention in the public eye for the central role it played in the development of the Western United States. The

Company's participation in the construction and operation of several transcontinental railroad lines in the last half of the nineteenth century is well known.

Over the years, however, the railroad related aspects of the Company's business diminished and the trucking, pipeline, resource management and land development activities have grown. In 1972, the development of these divisions within the operations of the firm led to the replacement of the Railroad Company with a holding (parent) company and the creation of singular-function subsidiary companies: Southern Pacific Transportation Company, Southern Pacific Pipeline Company, Southern Pacific Land Company, etc. While each subsidiary company continues to be a member of the Southern Pacific "family" and reports to the Holding Company, the re-structuring of the firm has led to increased autonomy for each of the company's operations. For example, a separate board of directors for each subsidiary company has been established.

Southern Pacific property interests in the abandoned section of the San Ramon branch line right-of-way are divided among the subsidiary companies. The Land Company has been assigned the responsibility of liquidating the property. The fee title, however, of the right-of-way is presently owned by the Southern Pacific Transportation Company. According to Southern Pacific officials, the fee title will be transferred to the Land Company when sufficient funds can be conveyed to the Transportation Company. The Southern Pacific Pipeline Company owns and operates a fuels pipeline in the right-of-way that is secured by a separate easement.

CHAPTER III

RIGHT-OF-WAY DESCRIPTION AND ENVIRONS

Location:

This study is directed toward that section of the Southern Pacific Transportation Company right-of-way extending from Concord to a point near the border of Contra Costa County. More precisely, the northern terminal is located two-tenths of a mile south of the intersection of Concord Avenue in the City of Concord; the southern terminal is the intersection of Alcosta Boulevard in the community of south San Ramon. The study area coincides with the same section of the San Ramon branch rail line whose abandonment was authorized in July 1978. Only rail service has been abandoned; the right-of-way in which rail service was located remains in the possession of Southern Pacific. The 19½ mile long segment that is studied in this report is illustrated in Figure I.

Although wholly contained within Contra Costa County boundaries, the right-of-way intersects several political jurisdictions. Starting from the north end, the first two miles of the right-of-way lie within the City of Concord abutting the east side of State Highway 242 between Concord Avenue and Monument Boulevard. Moving southward, the right-of-way briefly passes through the City of Pleasant Hill for a distance of two-thirds of a mile to Mayhew Way. The next 1½ miles lie within an unincorporated area of the county and extend to Walden Road, the northern border of the City of Walnut Creek. The right-of-way then runs two and one-half miles within Walnut Creek to the city border at the intersection with Interstate 680. The remaining 12½ miles of the right-of-way lie within the unincorporated area of the county, being San Ramon Valley.

Nearby Land Use:

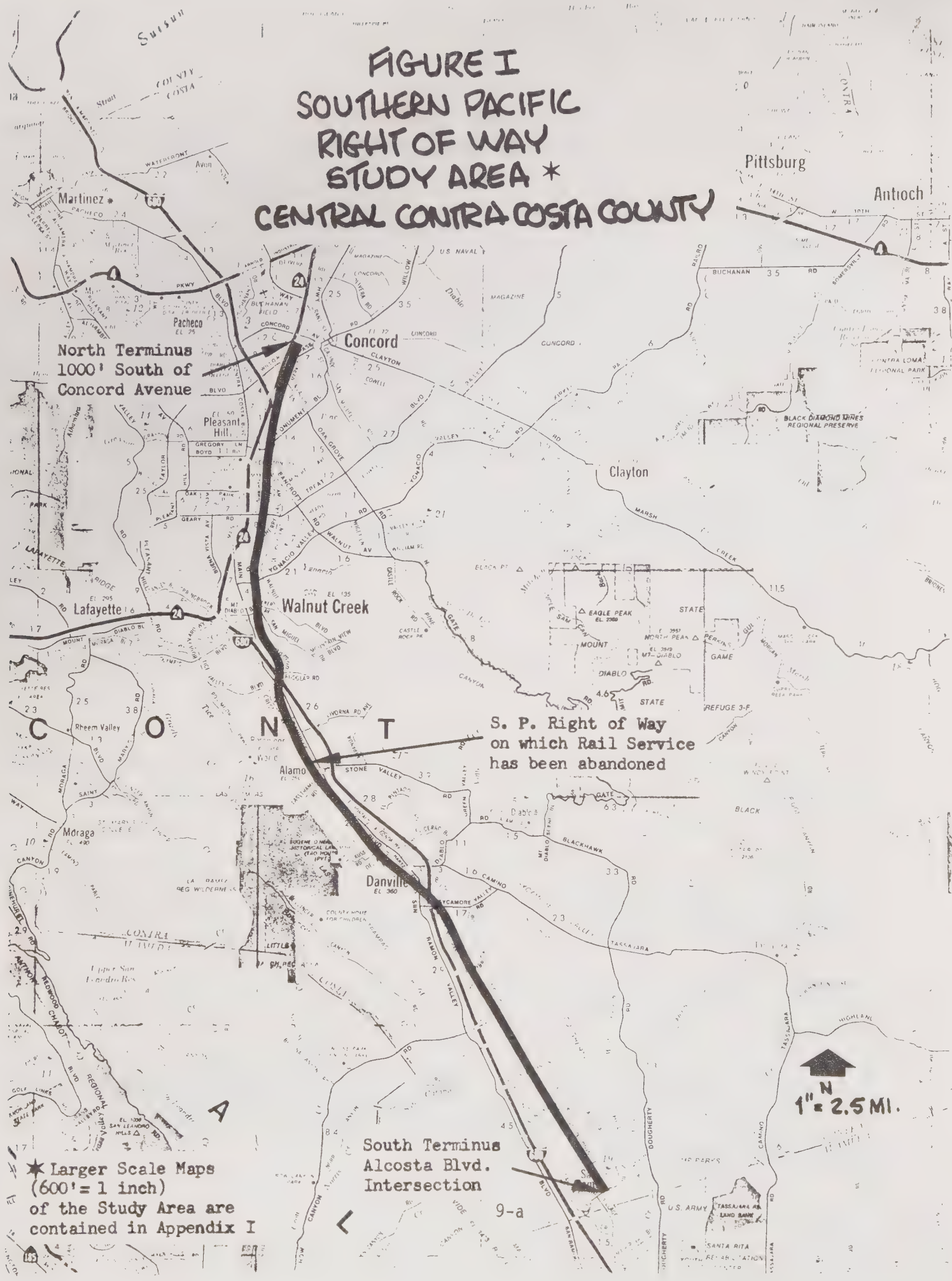
The right-of-way transects the urbanized central county area. It passes through or borders on several existing and planned commercial districts including Concord, Pleasant Hill, the Pleasant Hill station of the Bay Area Rapid Transit District, Walnut Creek, Alamo, Danville and San Ramon.

The right-of-way also lies within proximity of other urban focal points. Approximately a dozen existing and proposed school sites (elementary, intermediate and high) adjoin the right-of-way or lie within 1,000 feet. A few foot paths have been acquired and developed in the right-of-way to provide access for school children. However, much of the existing and past pedestrian and equestrian use has been on an unauthorized basis.

Motorcycle usage of the right-of-way has proven to be a disturbing factor to nearby residents and a source of numerous complaints to public officials and Southern Pacific agents alike.

The accessibility of the right-of-way is generally poor. In most instances, access can only be attained at roadway intersections. This characteristic of the right-of-way is primarily due to the manner in which the surrounding property was developed (i.e., designed to face away from the railroad). Many block-long segments of the right-of-way adjoin the rear yards of residential neighborhoods.

FIGURE I SOUTHERN PACIFIC RIGHT OF WAY STUDY AREA * CENTRAL CONTRA COSTA COUNTY



North Terminus
1000' South of
Concord Avenue

Concord

Walnut Creek

S. P. Right of Way
on which Rail Service
has been abandoned

South Terminus
Alcosta Blvd.
Intersection

1" = 2.5 MI.

* Larger Scale Maps
(600' = 1 inch)
of the Study Area are
contained in Appendix I

In a few circumstances, public roadways adjoin and parallel the right-of-way. These roadways include Market Street, Bancroft Road, Coggins Drive, Del Hombre Lane, Westcliffe Lane, Danville Boulevard and Railroad Avenue. The right-of-way also constitutes one of few continuous north-south non-freeway, open corridors in the area between the Pleasant Hill BART Station and Concord. With the removal of the railroad tracks, the right-of-way can provide a needed linkage for this area's circulation system.

Several utility easements also parallel and adjoin the Southern Pacific right-of-way. Some of these easements are several miles in length and are located on large parcels. Other easements are shorter and double as rear yards for adjoining residential subdivision tracts. The Flood Control District open channels are most notable. One channel parallels the right-of-way between Interstate 680; a longer and larger one is located in South San Ramon.

As previously indicated, residential neighborhoods abut much of the right-of-way. The population residing within one mile of the right-of-way numbers approximately 104,000 or one-sixth of the total County population. From Willow Pass Road to Lisa Lane in Pleasant Hill, property east of the right-of-way is largely single family residential in character. An attractive mobile home park abuts the west side of the right-of-way on the north side of Monument Boulevard. A variegated land use pattern surrounds the right-of-way between Lisa Lane and Ygnacio Valley Road, but a substantial portion of this area is composed of a mixture of single and multiple family residences. A regional hiking and biking trail has recently been established to link Briones Park with Mt. Diablo; this trail crosses the Southern Pacific right-of-way at the Contra Costa Canal between Treat Boulevard and Walden Road.

Between the communities of Walnut Creek and Danville, the land use pattern is predominantly low density, single family residential. In this area, horse set-ups are common but riding paths scarce. Moreover, Danville Boulevard is the only continuous non-freeway, north-south corridor serving vehicles. Other parallel streets tend to be short, discontinuous segments that impair neighborhood circulation movements by forcing local traffic onto Danville Boulevard.

Width of Right-of-Way:

In studying the geographic parameters of the right-of-way, the base maps of the County Public Works Department and the Right-of-Way and Track maps of the Southern Pacific Transportation Company were utilized. Since the time of its creation in 1893, the right-of-way has apparently changed little in its location or dimensions. Lot line adjustments affecting the right-of-way have been limited to the business district of Walnut Creek and a short segment north of Crow Canyon Road. In Walnut Creek the right-of-way was re-routed slightly to the east behind several commercial buildings between Mt. Diablo Boulevard and Newell Avenue. Although Map 6 in Appendix I does not indicate this realignment, the Public Works Department is presently amending their base map.

Otherwise, the existing right-of-way largely resembles the original configuration.

The right-of-way width varies over the distance between Concord and the southern terminus in south San Ramon. Table I summarizes the various widths.

TABLE I
Southern Pacific Right-of-Way: Cumulative Width
Concord to San Ramon
Contra Costa County, 1980

R.O.W. Width <u>Feet</u>	Approximate Distance		Cumulative	
	<u>Feet</u>	<u>%</u>	<u>Feet</u>	<u>%</u>
300	2,750	2.6	2,750	2.6
240	1,600	1.5	4,350	4.2
200	4,750	4.6	9,100	8.7
150	2,100	2.4	11,200	11.1
100	73,950	71.1	85,150	81.9
65	1,300	1.2	86,450	83.1
60	850	0.8	87,300	83.9
50	<u>16,700</u>	<u>16.0</u>	104,000	100.0
Totals	104,000	100.0		

Over eight-five percent of the right-of-way ranges between 50-100 feet in width. Seventy percent of the right-of-way is 100 feet in width. The right-of-way becomes no narrower than 50 feet. Most of the right-of-way length that is 50 feet in width lies in the San Ramon Valley, especially between the communities of Alamo and Danville. At several former station sites and sidings the width expands to 200 feet and greater. These wider portions of the right-of-way tend to occur along the more commercially intense areas. A more detailed description of the right-of-way width is provided in Appendix II.

Development Within Right-of-Way:

At several locations within the wider portions of the right-of-way, partial development has occurred. Southern Pacific Land Company officials have indicated that these uses have been established through short-term leases that are terminable by either party on thirty days notice.

Market Street - Concord:

This portion of the right-of-way extends from south of Concord Avenue to Willow Pass Road and varies in width between 200-300 feet. The site contains older warehouse uses that front directly on Market Street. The rear half of the right-of-way remains vacant or used for parking or storage. See Maps 1 and 2 in Appendix I.

Hookston Station - Pleasant Hill:

The rail line formerly bisected this 300 foot wide portion that once served as a former railroad station of the right-of-way. A variety of light industrial uses and lumber yards are located on this site. The northern area of this portion is largely vacant. See Maps 1 and 2 in Appendix I.

Broadway Plaza - Walnut Creek:

Several years ago, the right-of-way was realigned between Mt. Diablo Blvd. and Newell Avenue. It was formerly located within and west of what is presently South Broadway. Presently, the right-of-way is located on the east side of several commercial buildings that front on the east side of South Broadway. One of the structures is the old Walnut Creek Station house which was recently converted into a restaurant. None of the commercial structures, including the restaurant are presently located in the re-aligned right-of-way. See Map 6 in Appendix I.

Railroad Avenue - Danville:

Several older commercial uses are situated between Prospect Avenue and San Ramon Valley Boulevard in downtown Danville. Existing uses include a lumber yard, rockery, two car washes, a ready-mix transit plant and a feed and supply store. Most of these existing uses were established many years ago. See Map 13 in Appendix I.

Crow Canyon Road - San Ramon:

A corporation yard and a new mini-warehouse complex are located immediately south of the Crow Canyon Road/Southern Pacific intersection. North of this intersection, there appear to be two parcels that encompass land that had once been part of the right-of-way, however, that land was apparently removed through lot line adjustment and subdivision. The County Assessor's Rolls list the San Ramon Unified School District as the owner of the parcel fronting on Crow Canyon Road; two buildings are sited in the former right-of-way area. The parcel fronting on Fostoria Way is owned by the John Breuner Company.

Rail Line Removal:

Most of the rails and ties along the abandoned right-of-way section have been removed. Moreover, some of the trestles and bridges over creekbeds and drainage channels have been removed. These crossings have been inspected and conditions noted. Parenthetical reference is made to maps in Appendix I.

Pine Creek Bridge (Map 2):

This site is south of Willow Pass Road. The bridge has been removed. The creekbed has been converted into a box culvert that is approximately 20 feet deep and 40 feet in width.

Monument Boulevard Bridge (Map 3):

The floorboards of the bridge have been removed, however, the superstructure and underlying I-beams are still in place. The bridge spans the city boundary of Concord and Pleasant Hill.

In July of this year, the East Bay Regional Park District authorized the purchase of this bridge.

Two elementary schools recently closed on the north side of the Walnut Creek Channel. This bridge could be converted to serve as a convenient linkage for the school children who are reassigned to Fair Oaks Elementary School, on the south side of the channel.

Arroyo Way Bridge (Map 6):

Located within the City of Walnut Creek and south of Ygnacio Valley Road, this bridge is still in place and appears to be the strongest from an engineering perspective. Several floorboards have been removed and others need replacement. The bridge lies 40 feet above a box culvert.

Rudgear Road Bridge (Map 7):

The Rudgear Road Bridge has been removed. The site is located 1,000 feet north of Rudgear Road.

La Serena Creek (Map 10):

This site is located 200 feet south of La Serena Avenue in Alamo. The trestle that crossed this creek has been removed. The creekbed is approximately 20 feet deep and 60 feet in length. A five foot wide fenced pedestrian bridge along the western edge of the right-of-way remains intact.

Rutherford Creek (Map 11):

Located in north Danville between Wayne Avenue and Hartford Road, the trestle that once spanned this creekbed has been removed. The creekbed is 20 feet deep and 40-50 feet in width.

Greenbrook Drive Trestle (Map 14):

This site is located 700 feet south of Greenbrook Drive between Danville and San Ramon. The trestle was removed in July of this year.

Drainage:

Special consideration should be given to the unique storm run-off characteristics within the right-of-way. When the San Ramon branch line was originally constructed, the railroad bed was created by using fill material from adjoining borrow pits. This grading activity altered the natural contour and drainage patterns of the right-of-way.

The roadbed created a small, but functional ridgeline that disrupted natural drainage sheet flows. As the surrounding property changed from rural countryside to suburban communities, drainage plans were developed based on the drainage pattern caused by the roadbed. Accordingly, improvements were sized to provide conveyance of expected run-off volumes on either side of the roadbed.

Should the roadbed elevation be significantly disturbed by public or private development within the right-of-way, County Flood Control District staff has indicated that if not carefully designed the resulting drainage pattern could over-burden existing facilities. The staff of the Flood Control District has warned that this condition occurs along several segments of the right-of-way but is particularly apparent within the vicinity of Crow Canyon Road.

Existing Utility Facilities:

Dozens of pipelines lie within the right-of-way. As long as these pipelines remain operational direct surface access is needed to assure the ability to repair or re-position them. Therefore, the capacity to develop the right-of-way is impaired to the extent that the surface immediately above a pipeline must be kept free of most types of structures.

Most of the pipelines and other utility facilities within the right-of-way are lateral (crossing); many of these are located at public roadway intersections. These facilities, therefore, have a marginal impact on the development potential of the right-of-way. The greater physical and legal limit is imposed by the existence of longitudinal (lengthwise) facilities (and ancillary real property encumbrances, e.g., easement, license). Although these facilities do not absolutely preclude the placement of structures for segments in which they are located, they do establish limits on the extent of the right-of-way width that can be used. Where several parallel longitudinal pipelines lie in any given segment of the right-of-way, more of the surface width must be reserved in an uncovered condition.

Fuels Pipeline:

Although the rail tracks have been dismantled, Southern Pacific Pipeline Company retains a ten inch high pressure pipeline. According to Southern Pacific Pipeline Company maps, the pipeline lies 2½ - 3 feet below the surface. Company officials have indicated that the line is primarily used to provide various refined fuels to the Santa Clara Valley, and particularly to the San Jose Municipal Airport. The volumes of fuels that are transported in the pipeline have not been ascertained; neither has staff learned the gross value of transported fuels. Southern Pacific Transportation Company has given no indication of intentions to abandon use of this pipeline. As the pipeline runs the entire length of the right-of-way, its presence assures non-development (i.e., no structures) for at least a narrow portion of the right-of-way width.

Longitudinal facilities, possessed by several public utilities and publicly-owned utilities, affect limited portions of the right-of-way. The location of the existing and proposed pipelines are illustrated in Figure II. Officials from Southern Pacific have indicated that the company has frequently retained the right, when deemed necessary, to re-locate at least some of the pipelines at the expense of the owner.

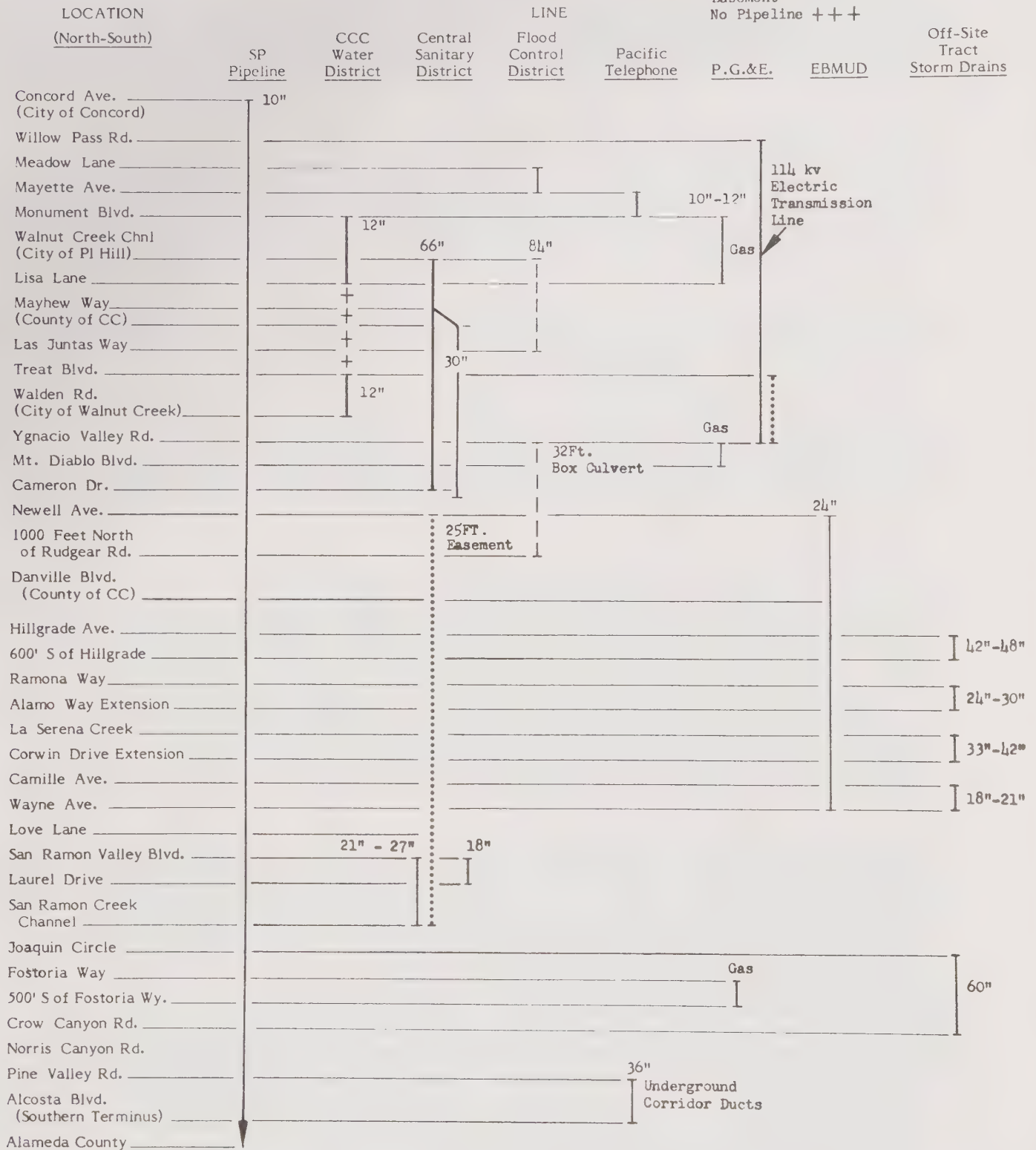
East Bay Municipal Utility District:

East Bay Municipal Utility District possesses a 24 inch water main in the Southern Pacific right-of-way between Newell Avenue in Walnut Creek and Love Lane in Danville. The pipeline is secured by a forty year lease agreement that was established in 1959. The district has been attempting to acquire a permanent easement within the right-of-way although efforts to date have not succeeded. The district owns no other longitudinal pipelines within the Southern Pacific right-of-way.

FIGURE II
Utility and Transport Lines
Southern Pacific Right of Way
Contra Costa County

LEGEND

Existing —————
Planned - - - - -
Proposed
Easement
No Pipeline + + +



Contra Costa County Water District:

Contra Costa County Water District possesses two pipeline segments within the subject right-of-way, the longer of which extends from Treat Boulevard to Walden Road, the northern boundary of Walnut Creek; a shorter line runs between near Monument Boulevard and Lisa Lane in Pleasant Hill. In 1977, the Water District secured their real property interest in the right-of-way by purchasing a continuous easement from Monument Boulevard south to Walden Road. The District staff has also indicated an interest in acquiring use of the entire right-of-way length within their boundaries.

Central Contra Costa Sanitary District:

The Central Contra Costa Sanitary District maintains several short pipelines which are interspersed throughout the right-of-way. One segment of the right-of-way is used for two pipelines and extends from Monument Boulevard in Pleasant Hill to Civic Drive in Walnut Creek. The other segment runs between San Ramon Valley Boulevard in Danville to Greenbrook Drive. Together, they cover approximately six miles of the 19½ mile right-of-way. The diameter of pipes varies from 18 to 66 inches; a minimum ten foot wide surface clearance is needed to assure access for maintenance purposes. The longitudinal pipelines are secured by annual leases. Recent increases in rental charges are leading the District to consider securing more permanent interests in the right-of-way.

Furthermore, the District has expressed to Southern Pacific their interest in the acquisition of a continuous, 25 foot wide easement from Newell Avenue in Walnut Creek to San Ramon Valley Creek, south of the community of Danville. The proposed easement would be used to install a new 30 inch sewerage trunk line.

Flood Control District

Within the central county area, drainage improvements are typically installed either by the County Flood Control District or by private developers. The Flood Control District has installed only two short pipelines within the right-of-way; both lines are located between Sycamore Valley Road and Paraiso Drive in the south Danville area. Adjacent and parallel to the right-of-way, the Flood Control District maintains two large storm drain channels (open ditches) along Laurel Drive in Danville and in south San Ramon.

Other longitudinal storm drain improvements within the right-of-way have been installed in association with private development projects. The general locations of these facilities are identified in Figure II.

Pacific Gas and Electric Company:

Pacific Gas and Electric Company owns several short gas distribution lines within the right-of-way which are displayed in Figure II. These gas lines are secured by permits issued by Southern Pacific.

P.G.&E. also owns several electrical transmission facilities within the right-of-way. The most significant one, the Meadow-Lakewood transmission line, is located between Willow Pass Road and Ygnacio Valley Road. Other smaller (distribution) lines are also located in the right-of-way but are not displayed. Distribution lines are secured by permits while the transmission line lies within an easement.

An overhead transmission line runs along the right-of-way from Crow Canyon Road (where it services a P.G.&E. Research Center) southward to beyond the county boundary. This line lies within a 32 foot wide easement that parallels the right-of-way. P.G.&E. is studying the need for acquiring another 7 to 10 feet of width for this easement.

Furthermore, P.G.&E. is considering the installation of an additional transmission line to be located in the Southern Pacific right-of-way between Treat Boulevard and their Lakewood electrical substation at Ygnacio Valley Road.

Pacific Telephone Company:

Pacific Telephone Company possesses limited facilities within the right-of-way. An overhead line extends from Mayette Avenue to Monument Boulevard, in the Concord area. A 3 foot by 6 foot underground assembly of corridor ducts extends from Pine Valley Road to Alcosta Boulevard in the south San Ramon area. No other longitudinal facilities lie within the right-of-way nor are additional facilities foreseen.

Exclusive of the Southern Pacific pipeline, the cumulative pattern of longitudinal, public utility facilities constitutes a virtually continuous line within the right-of-way from Concord to Crow Canyon Road. Greater utilization of the right-of-way for utility purposes tends to occur in the northern section than the southern. This condition may be reflective of the greater urban intensities in that area of the county. It may also represent a precursor of future demand for use of the southern section of the right-of-way for utility purposes as the San Ramon Valley develops.

Appraised Value:

Should the County or other public utility decide to acquire property interests in the right-of-way for whatever purpose, a determination of the appraised value may be necessary. Presently, little information on the value of the right-of-way is known primarily because of its unique property characteristics. However, its determination will be based in part on the type of appraisal method used as well as relevant physical and legal parameters.

Officials from Southern Pacific assert that the most equitable method of appraisal is by substitution. The substitution approach is performed by determining the costs of condemning nearby property for the purpose of constructing a parallel right-of-way. By this means, Southern Pacific estimates that the "corridor value" of the right-of-way amounts to five to six times the value of adjoining property.

However, other observers maintain that the substitution method tends to overvalue the right-of-way. In an appraisal study of the segment* between Monument and Treat Boulevards, Richard T. Pearson contends that the buying market for corridors is largely limited to the public sector. The right-of-way can be used for thoroughfare and utility purposes, but tends to have marginal value for adjoining property owners; and to appraise at substitution rates unfairly burdens the public interest. A more appropriate appraisal method, Pearson argues, is to recognize the existing revenues and profits being realized from the fuels pipeline; based on this continuing stream of income the residual public value in the right-of-way amounts to 25% of adjoining property values.

*Richard T. Pearson, Valuation Estimate: Southern Pacific Transportation Company Right of Way; Monument Boulevard to 60 feet south of Treat Boulevard (1980).

Furthermore, the San Ramon branch line has several drawbacks in design that reduce the value of its corridor characteristics. At several locations, the right-of-way narrows to 50 feet and traverses through residential neighborhoods. Tight curvatures in the right-of-way might restrict attainable speeds for any transportation system operated in the right-of-way. These factors pose limits on the types of transportation systems that could reasonably be established within the right-of-way.

Assessment Values:

Tax assessment procedures roughly parallel appraisal procedures. The State Board of Equalization is the responsible agency for preparing assessments for tax purposes on the rights-of-way owned by the Southern Pacific Transportation Company. Assessments to date have been based on the presence of the rail line. Now that the rail line has been abandoned and the right-of-way has converted to "nonoperational" status, the Board will be preparing a new assessment to account for the value of the new range of uses that might be established in the right-of-way. This assessment by the state will be a first step toward transferring the responsibility for assessment to the County Assessor's Office.

One factor governing the determination of assessed value will be the nature of uses designated as allowable within the right-of-way. In the past few years several public entities within the county have designated the right-of-way for public uses. With the recent removal of the rail line, the right-of-way may be considered an appropriate location for other uses.

CHAPTER IV

ADOPTED COMMUNITY PLANS

Various jurisdictions within Contra Costa County have adopted development plan policies affecting the Southern Pacific right-of-way. The following discussion re-states and summarizes those adopted policies.

The reader should be reminded that it was not until 1975 that the Southern Pacific Transportation Company announced its intent to abandon the San Ramon branch line. The County and other public and private entities unsuccessfully opposed the application for abandonment. A final decision on the railroad abandonment was not rendered until July of 1978. Up to this time, utilization of the right-of-way as a continuing railroad operation had been assumed indefinitely into the future. It should be noted therefore that the recent abandonment and removal of the railroad line has generated land development controversy that community policies have not yet fully addressed.

County Plans:

1972 Interim Path Plans:

Since 1972, the Southern Pacific right-of-way has been accorded special recognition in the County General Plan. In that year the Hiking, Riding and Bicycle Path Plans were adopted as part of the Countywide Recreation Element. Riding and hiking trails are designated for a portion of the right-of-way between Alameda County north to the Contra Costa Canal; branch trails are planned eastward and westward along the canal. Most of the San Ramon branch line is designated as a primary bicycle trail to be designed "to normally accommodate high volumes of short distance traffic as well as inter-community movement." The planned bicycle trail extends from Monument Boulevard to Alameda County.

Pleasant Hill BART Station Area:

The circulation plan map of the 1975 Pleasant Hill BART Area General Plan designates the Southern Pacific right-of-way as a pathway extending between Walden Way and Mayhew Way. This 1975 General Plan was jointly adopted by the County and the City of Pleasant Hill. The area immediately south of the Contra Costa Canal intersection with the right-of-way is planned as a neighborhood park.

Although the County has not revised the General Plan in the area of the Pleasant Hill BART Station since rail service abandonment, staff has been developing a proposed revision that designates the right-of-way as a future four lane roadway extending from the east-west leg of Coggins Drive to a proposed Jones Road extension.

San Ramon Valley Area:

In 1977, the San Ramon Valley Area General Plan (SRVAGP) was adopted as a comprehensive revision to the County General Plan for the southern area of the County.

This general plan amendment affects the most southerly twelve miles of the right-of-way. The Circulation Element of the SRVAGP designates the portion of the right-of-way within the plan area as:

"a valuable resource for the (San Ramon) Valley. It is proposed to serve as the north-south spine of the trail system running the full length of the Planning Area. Major efforts should be made to limit encroachments onto the right-of-way by urban uses, which would preclude its future use for trails or other public purposes; the use of the right-of-way for trails is an important part of the trails component of the Recreation Element."

The Recreation Element of the SRVAGP further identifies the right-of-way as a bicycle, riding and hiking trail. The text discusses the planned trail use along the Southern Pacific right-of-way as well as other trails in the plan area.

"These trails are part of a Countywide and regional trails network and connected to proposed facilities in Alameda County and the City of Walnut Creek. Bicycle trails may function either as recreational trails or as complementary transportation routes within public road rights-of-way. Trails are planned to connect all major parks, numerous schools, and to provide a basic pattern to supplement the circulation system of the Planning Area. Trails are not intended for use by motorized vehicles unless so specified. Horse trails are planned to link all portions of the Valley, but emphasize service to the Country Estate and rural areas of the Valley with primary regional connections to Mt. Diablo State Park and to Las Trampas Regional Wilderness Area. Hiking trails are associated with horse riding trails in most cases. Most separate hiking trails are located in already established park facilities and do not represent connecting links. Rest stops are needed along the regional trails. Where practical, these should be associated with parks, schools, or other community facilities.

The SRVAGP Recreation Element goes on to indicate that:

"...if (the Southern Pacific right-of-way) cannot be developed for trail use, San Ramon Creek should be considered as the primary alternative. Trails shown on the Plan Map are schematic in nature; while engineering studies will probably show that most, if not all, trails can be installed in ways that are well-located and safe, detailed design plans may require the shifting of specific locations."

Except for the Bishop Ranch area of San Ramon Valley, the uses adjoining the Southern Pacific right-of-way have largely been established. The SRVAGP indicates that the Bishop Ranch, presently undeveloped property between Crow Canyon Road and Montevideo Drive, will be developed for employment and residential uses.

East Bay Regional Park District:

The East Bay Regional Park District (EBRPD) serves the western two-thirds of Contra Costa County including incorporated and unincorporated areas. The service area of the Park District encompasses the entire right-of-way of the San Ramon branch line from Avon in Contra Costa County to Pleasanton in Alameda County.

In 1976, EBRPD adopted the Regional Trails Plan. This plan designates use of the Southern Pacific right-of-way for regional bicycling, riding and hiking trails between the Contra Costa Canal near north Walnut Creek and Alameda County. Furthermore, it shows the right-of-way as a connecting link for planned hiking and riding paths between Las Trampas Regional Park and Mt. Diablo State Park. The environmental impact report prepared for this project was recently certified. In this regard, the Park District has indicated particular interest in the right-of-way segment extending between Wayne Avenue and Del Amigo Avenue in the Danville area. Recent revisions to the Park District Master Plan have reaffirmed the location of this planned trailway.

Trailway Standards:

The District has adopted policies and prepared guidelines for the development of regional trails*. Bike path construction standards are also set forth. Most pertinent with regard to this report are the guidelines that specify a minimum 40 foot wide right-of-way where joint utilization of hiking, riding and bicycling trails are planned. Furthermore, the guidelines suggest that sufficient land be provided not only for trail use but to provide for scenic amenities and buffer zones. Whenever possible, the guidelines indicate that 50-100 feet of trailway width is desirable.

City of Concord:

The City of Concord has designated the Southern Pacific right-of-way for multiple purpose trailway use (bicycling, horseback riding, etc.). This designation extends from Highway 4 to the boundary of the City of Pleasant Hill. No other general plan policy longitudinally affects the right-of-way.

Other general plan policies designate uses that transect the right-of-way. In 1977, the City of Concord incorporated into their Central Area Circulation Plan several road improvement projects. Three of these projects affect the portion of the Southern Pacific right-of-way that is being studied in this report (i.e., south of Concord Avenue). The first road project involves Clayton Road. It provides an off-ramp from the north-bound traffic lanes of Highway 242 as well as an underpass roadway connection with Hotel Way on the west side of the freeway.

The second road project is a freeway overpass joining Diamond Boulevard and Meadow Lane. The third project is an underpass connecting Sutter Street with Herndon Avenue. The resulting roadway will be re-named Galaxy Way.

The amount of area needed for these roadway improvements will probably not be substantial; none of the improvements would necessarily interfere with the planned trailway. However, due to severe traffic congestion conditions at Willow Pass Road, City staff is considering a proposal to re-route the trailway. The route receiving most attention utilizes an existing equestrian tunnel (Hotel Way Tunnel--see Map 1 in Appendix I) located under Highway 242 and 400 feet south of Willow Pass Road. The tunnel is twelve feet wide and ten feet high, and would shift north-bound trailway traffic to the Walnut Creek Channel.

* A Trail Manual; East Bay Regional Park District; 1976.

Concord also maintains a Class II (shared roadway) bike trail along Monument Blvd., intersecting the Southern Pacific right-of-way and extending toward the downtown Concord area.

At the time of this writing there are no pending land development applications involving the Southern Pacific right-of-way within the City of Concord. However, several developers have approached staff with various commercial proposals in the segment between Concord Avenue and Willow Pass Road. Also, owners of a mobile home park north of Monument Boulevard have expressed an interest in acquiring portions of the right of way that adjoin their park for expansion purposes.

Regarding a proposed roadway between Monument Boulevard and Treat Boulevard, city staff has indicated that Concord would oppose a roadway intersecting Monument Boulevard within the Southern Pacific right-of-way.

Although the City of Concord has no emergency land use policy similar to the County's, existing zoning laws would preclude most forms of private development in the right-of-way without issuance of a land use permit.

City of Pleasant Hill:

Pleasant Hill's Open Space Element designates the right-of-way as a public transportation corridor. This corridor provides for multiple-purpose trailway uses.

In 1969, the Transportation Element of the City's General Plan was adopted designating the right-of-way as an arterial roadway.

The City's 1975 Land Use Element designates Hookston Station and property adjoining Hookston Station for industrial uses which largely reflects existing development. Residential uses are designated for the area between Hookston Station and the Monument Boulevard bridge.

City of Walnut Creek:

The Open Space and Conservation Element of Walnut Creek's General Plan designates the right-of-way as a multiple purpose trailway. In December of 1979, the City adopted an overlay zoning district that prohibits the establishment of private development within the Southern Pacific right-of-way without issuance of a land use permit. The district also stipulates the long-range goal of establishing a 40 foot wide trailway within the right-of-way but that width may vary to accommodate other public projects.

The City is presently investigating the establishment of an assessment district in the downtown retail area of Walnut Creek. As envisioned, this district will collect tax revenues to pay for a south Broadway extension. The roadway project would involve the acquisition of a 48 foot wide easement (within a 100 foot wide right-of-way segment) to extend from Newell Avenue to Rudgear Road. (See Maps N-14 and P-14 in Appendix I). The roadway would have minimal access and would lie along the western edge of the right of way. The recently removed railroad bridge north of Rudgear Road will be replaced by a roadway bridge. Soundwalls would be positioned along either edge of the right-of-way to mitigate the impacts of noise generation. Rather than assume the route of the right-

of-way the roadway is proposed to directly intersect with Rudgear Road. As soon as the assessment district is formed, City staff feels that roadway construction could begin within a year. The project has progressed through the environmental assessment stage.

As earlier indicated, the Army Corps of Engineers has proposed a storm drainage by-pass to extend from the Walnut Creek Channel north of Rudgear Road to where the right-of-way again intersects the channel south of Ygnacio Valley Road. The by-pass facility is proposed to be a 32 foot wide box culvert. The 1979 Draft Master Plan calls for a recreational trail to be placed atop a covered box culvert.

However, tentative development plans drafted in August, 1978, by the City of Walnut Creek provide for more modest trailway facilities south of Newell Avenue. The bikeway is located within the shoulders of the proposed roadway; an eight foot pedestrain/equestrial path is located between the roadway and drainage by-pass.

Federal and state funds may be available to construct the drainage by-pass but the project cannot begin until the County Flood Control District acquires a drainage easement.

CHAPTER V OTHER POSSIBLE PUBLIC USES

The following discussion considers other public uses that might be developed in the right-of-way. They represent prospective uses that have not been specifically incorporated into adopted development policies applying toward the Southern Pacific right-of-way.

These uses should not necessarily be viewed as proposals for exclusive single-purpose development of the right-of-way. Rather they should be perceived as planning concepts that might be accommodated and harmonized whenever possible with other uses in the right-of-way.

Utility Corridor:

Existing utility lines within the Southern Pacific right-of-way were previously identified and discussed. As noted, recent increases in rental charges by Southern Pacific have induced some public utility agencies to re-consider their long-term interest in the right-of-way. In spite of this added expense, utility agencies would like to protect their facilities and expand use of the right-of-way as a utility corridor. The Contra Costa County Water District, County Flood Control District and Central Contra Costa Sanitary District all view the right-of-way as a unique corridor which could aid in the provision of future district service needs.

Figure II illustrates the segments of the right-of-way in which utility agencies have expressed immediate interest for installation of facilities.

From the perspective of utility agencies, the right-of-way has the following attributes:

- central location;
- near-level grade;
- accessibility without interfering with public roadways or traffic patterns; and
- existing plant facilities near northern terminus.

Moreover, the right-of-way seems sufficiently wide to accommodate multiple pipelines for various utility line purposes. The primary physical limitations are the collective diameters of the pipelines and necessary spacing distance (about 3-5 feet) between the pipelines. Concomitantly, surface rights are typically reserved to maintain access for subsurface pipelines.

The right-of-way also provides a direct route for service areas in the south to many terminal facilities in the north. However, this attribute of the right-of-way does not appear to be one that public utility agencies are anxious to exploit. In general, the utility agencies seem to view future utilization of the right-of-way from an incremental (short segment) approach rather than acquisition of continuous portions.

Other than the cost of acquisition, the use of the right-of-way as a utility corridor does not appear to pose any significant detrimental impacts. On the other hand, a utility

corridor is compatible with the development of desirable surface land uses such as linear park, trailways or roadways.

Augment Street Network:

The County Public Works Department has identified several segments of the right-of-way which could be utilized to supplement the existing County roadway network. If developed as proposed, these roadways could improve vehicular circulation in the County. The maps in Appendix I showing the locations of these segments are parenthetically referenced. Though not discussed below, the reader is reminded of the Walnut Creek proposal to extend South Broadway to Rudgear Road.

1. Monument Boulevard to Jones Road Extension (Maps 3 & 4):

The proposed roadway would reach south of Treat Blvd. to intersect with a proposed extension of Jones Road from the west. Converting the railroad right-of-way to roadway purposes will benefit this area immensely. Presently, north-south, non-freeway traffic is served by circuitous routes. The conversion will result in a direct north-south, major roadway that will also provide relief on Treat Boulevard at the BART station. Provision of this direct north-south link will materially assist in upgrading of transit routes in this area.

This roadway would have major impacts on adjoining and nearby properties. Existing commercial property within the City of Pleasant Hill will be a major beneficiary of this roadway. Therefore, a new circulation plan would need to be considered in conjunction with a comprehensive area general plan study.

2. Danville Boulevard to Tice Valley Boulevard (Map 7):

A segment of the right-of-way may provide a future east-west link between Rudgear Road and Tice Valley Boulevard. By extending Tice Valley Boulevard, non-local traffic would be removed from Crest and Hillgrade Avenues. It would also provide a direct connection to Danville Boulevard, Interstate 680, and a proposed South Broadway extension.

The roadway could be routed in at least two manners. Both routes would require the removal of one or more residences and use portions of a 100 foot wide segment of the right-of-way. If routed through Leilani Lane, the route would assume a serpentine-like curvature. If routed through Crest Estates Drive, less of the Southern Pacific right-of-way would be utilized, but the roadway would need to traverse a moderately steep hillside.

The following three segments provide a parallel road as a neighborhood collector to Danville Boulevard. Some of the traffic burden that is presently served by this roadway would be relieved by a parallel road. It would also provide an alternative emergency access route for many parcels west of the right-of-way. The width of most of these right-of-way segments is 50 feet which would allow for two travel lanes, and a modest multipurpose trail and planting strips, but no provision for on-street parking. Only those portions of the right-of-way are proposed for roadway use where alternative road links do not exist.

The proposed collector roadway is not without drawbacks. First of all, though continuous, the collector would still consist of jointed segments requiring multiple turning movements. Because of this inconvenience, neighborhood travelers might not be enticed to use the roadway. Second, numerous residential parcels would be subjected to rear as well as frontyard vehicular traffic. Finally, roadways would create a largely asphalt corridor that would probably detract from the concept of the planned recreational trailway.

3. Hillgrade Avenue to Ridgewood Road (Maps 8 & 9)

Access to this area from Danville Boulevard is presently provided by a number of isolated feeder roads. The railroad right-of-way will provide the basis for a connective, local roadway that will improve access and serve as supplement to Danville Boulevard, especially for non-vehicular traffic and inter-neighborhood trips. Two thirds of this segment is 100 feet wide; one-third is 50 feet wide. The 100 foot wide right-of-way is wide enough for separate vehicle and non-vehicle use. If the County made a commitment to the development of Lunada Lane from Hillgrade to Livorna West, that portion of this railroad right-of-way could be waived.

4. Lunada Lane (Stone Valley Road West) to Las Trampas Road (Map 10)

Between the railroad right-of-way and Danville Boulevard lies a strip of land zoned as retail business. The 50-foot railroad right-of-way will accommodate a commercial traffic route with no parking, as well as a separate facility for non-vehicular traffic. It will further relieve the traffic pressure on Danville Boulevard. The commercial block and circulation should enhance the Alamo "downtown" area. As an emergency alternative route, this roadway segment has marginal value because of its proximity to Danville Boulevard. The primary purpose of this roadway would be to provide access to the new Alamo Plaza Shopping Center for residents along Las Trampas Road.

In July of this year, the San Ramon Valley Area Planning Commission approved a land use permit application that provides a 50 foot trailway in this segment. Although the developer is proceeding with this project, the Commission was advised that a roadway in this segment would still be possible at some time in the future.

5. Hemme Avenue to Hartford Road (Map 11):

In this area, large, developed blocks are completely isolated from each other. The 50 foot wide right-of-way would provide a connecting transportation link between each of these blocks. Such a link will keep "local" traffic off Danville Boulevard, again providing relief to this heavily-traveled route.

The last segment of the right-of-way proposed for roadway purposes is located in the Danville business district.

6. San Ramon Valley Boulevard to Sycamore Valley Road (Map 13)

Future traffic for the freeway, San Ramon Valley Boulevard, Camino Ramon, and Sycamore Valley Road is projected to be very heavy. Any possibility for traffic alleviation in this area can only improve conditions. One such possibility is to use the

railroad right-of-way for a minimum access, direct bypass between San Ramon Valley Boulevard and Sycamore Valley Road. At the Sycamore Valley Road end, the proposed bypass should be aligned directly on Camino Ramon. This will permit a relocation of the north-bound freeway access ramp to minimize traffic impact on the intersection itself. If the Charlotte Wood School is closed, then this Camino Ramon extension can include Laurel Drive extension to Diablo Road.

Linear Park:

In many respects, the linear park concept resembles the planned trailway use. The difference is in emphasis. Whereas, a trailway concept fundamentally serves transportation interests with secondary attention to recreation and landscaping amenities, the park concept reverses the design emphasis. Park design would accentuate the right-of-way as an ornamental garden to enjoy and explore. Pathways would be meandering and would be designed to discourage through traffic.

The capital costs of a linear park should be roughly comparable to those associated with a trailway. By tempering the emphasis on trailways, the linear park concept would permit greater opportunities for obstructing and eliminating motorcycle uses within the right-of-way. However, because of greater landscaping detail and provision of park facilities, maintenance expenses of a linear park would be substantially greater.

Exclusive Transit Facility:

Use of the Southern Pacific right-of-way for mass transit facilities has been previously considered in two studies. Both studies recommended against developing transit facilities within the right-of-way.

BART Extension:

In 1974, the Bay Area Rapid Transit District published a study that explored six alternative routes for extending a BART line to the Livermore-Pleasanton area. One of the routes was proposed to run through the San Ramon Valley and to connect with the Walnut Creek Pleasant Hill BART station. To avoid disrupting residential neighborhoods, the proposed San Ramon route was located in the median of Interstate 680 from Walnut Creek to the community of Danville where it entered the Southern Pacific right-of-way and continued south to the county boundary. The report found that the San Ramon line would substantially enhance the employment base of Walnut Creek and would serve most Danville-Alamo residents. But this route was dismissed because of greater patronage projections available from alternative routes.

Light Rail:

A 1977 report sponsored by CALTRANS examined the feasibility of establishing a light rail transit system along the right-of-way. The report studied the feasibility of a starter line operation between Pleasant Hill and Crow Canyon Road with subsequent line extension to Alameda County. As conceived the line was oriented to providing inter-community linkages for the central county more than serving as a feeder line to the BART station. Acquisition costs of the right-of-way were not considered; utilization of the now-removed railroad tracks was assumed. The report found that the potential for ridership

patronage was insufficient to support or justify a light rail operation within the right-of-way.

It should be noted that both the BART Extension and CALTRANS reports projected ridership potential on the premise of historical modal split patterns. Neither report studied the impact on ridership potential brought on by significant changes in the cost of private transportation (i.e., oil price structure).

Bus Transit Lane:

Concord-Walnut Creek:

The concept of a bus transit lane is an attempt to strengthen the access linkages between the cities of Walnut Creek and Concord. A public roadway within the right-of-way would be constructed for the primary purpose of providing a high-capacity bus line between two focal business districts of the central county.

The route would be designed to allow travel speeds to range between 40-50 miles per hour; traveling time between terminals would be approximately 5-10 minutes. Vehicular access from abutting properties and intersecting roadways would be minimized and pre-emptive traffic signals installed favoring bus vehicles. Likely terminals for the line would be the Broadway shopping center in Walnut Creek and the Park and Shop center in Concord. The line would interface with BART at the Pleasant Hill station.

The minimum right-of-way width needed for a bus lane would provide for two travel lanes and room for landscape strips; approximately 35 feet. However, variations in design and provision for other compatible transportation modes might require greater widths.

The travel demand that this line would serve is now provided by Highway 242 and Interstate 680, which closely parallel the proposed line. The concept assumes that individuals presently using private vehicles to travel between these business districts might be diverted to a rapid, convenient bus line service. An inherent advantage of the bus line over the existing roadway network and travel modes would be its ability to quickly penetrate and service the congested downtown areas of Walnut Creek and Concord.

However, several disadvantages should be noted as well. First, existing travel demand along the corridor does not appear to be sufficient to warrant the development of a high-capacity facility. Unless integration of feeder line service from outlying residential areas were provided, the line would not attract an adequate number of commuters. Further, commercial development is diffused along the Concord area of the right-of-way, nor are significantly greater urban concentrations anticipated.

A second concern associated with a bus line system is prohibiting access to non-sanctioned vehicles. As the only north-south non-freeway link between Walnut Creek and Concord, many private vehicles would be tempted to use the legally restricted roadway. Uncontrolled use would result in severe congestion and prevent the attainment of desired bus vehicle flows.

This latter problem might be addressed by expanding the roadway to four lanes. Private vehicles would be allowed to use two lanes while the remaining two lanes would be exclusively reserved for buses.

San Ramon Valley Transit Services:

A local A-C transit line (Line D) presently runs along Danville and San Ramon Valley Boulevards with one-half hour headway service. The line connects with the BART station in Walnut Creek Station.

Should expanded transit services be needed at some time in the future, these services would probably be developed on existing roadway facilities and not within the Southern Pacific right-of-way. Express transit service would probably run within the I-680 corridor. Expansion of local transit services would probably be accommodated by reducing headway times or utilizing larger bus vehicles for the existing transit line.

Open Corridor Resource:

Recent international events have underscored the extent of the nation's dependence on exported oil and the vulnerability of the economy to a sustained disruption of these supplies. The major oil-exporting nations are experiencing a politically volatile climate. Shipping lanes that are used to transport the oil to this and other nations have been described as tenuous. Moreover, the oil supply dilemma appears chronic. Domestic production has been steadily receding since 1971 and oil exploration efforts are having to turn toward increasingly remote locations for the development of new reserves.

Various actions have been taken and plans set forth to address the existing and latent problem. Hopefully, these steps will begin to reduce the nation's critical dependence. However, most observers do not anticipate a successful transition within the foreseeable future.

Potentially, all sectors of the national economy could be seriously debilitated, but the petroleum supply problem seems particularly acute as it affects the transportation sector. Several strategies are typically advanced to overcome shortages of energy resources used for transportation. However, the limitations associated with each strategy should be recognized. Conservation strategies offer the potential for achieving greater efficiencies in energy consumption but do not come to terms with a dwindling energy base and the prospects for economic growth. Other fossil fuels that are abundant are not easily produced or converted for use in private motor vehicles. Several replenishable fuels (e.g., alcohol-base) have been successfully tested but still must overcome large-scale production inefficiencies. Exclusive reliance on any of these strategies may be subjecting local communities to considerable risk in the event that vital oil supply lines are severed.

The energy situation confronting the central county area is a microcosm of the national problem. In the face of energy supply uncertainties, contingency plans may be appropriate to assure fundamental transportation capacities in the future. With the exceptions of the Concord BART line and north coast railroad lines, the area is entirely dependent on oil supplies to fuel the components of the existing transportation infrastructure.

Because the existing transportation system may become inadequate and unadaptable to a precipitous reduction in the nation's oil supply, consideration should be given to development of an alternative system to meet the area's transportation needs. Prerequisites for an alternative system would include its reliance on an unqualified, abundant fuel source. The system could be designed to accommodate freight service as well as commuter and passenger services. Furthermore, the system could provide linkages between local communities and connections with regional and national transportation networks.

As envisioned, a system need not be immediately constructed, nor are precise plans and line specifications necessary at this time, but sufficient corridor area should be reserved to assure its contingent availability and installation with minimal disruption to existing land uses. The corridor should provide adequate width to allow simultaneous vehicle movement in opposite directions and adequate buffer zones to protect adjoining properties. Whenever possible, at least 100 feet in continuous width should be maintained to assure this capacity.

Until the need for such a system is determined, other public surface uses are compatible with this contingency capacity. Subsurface and private non-structural uses may be feasible within some portions of the median.

As the Southern Pacific right-of-way is the only remaining continuous right-of-way within the central county area, it is a logical candidate to fulfill this contingency function.

CHAPTER VI PRIVATE DEVELOPMENT USES

As a property owner, Southern Pacific is entitled to the ability to have reasonable use of its property. By removal of the rail line, Southern Pacific elected to eliminate one source of income. However, in testimony presented to the Interstate Commerce Commission, Southern Pacific indicated that operation of the rail line was creating a financial loss and therefore sought the authority to abandon the line.

The fuel and utility pipelines continue to generate service and rental income for Southern Pacific. Leases to several businesses within the right-of-way also provide revenue. Now that the rail line has been removed, company agents are beginning to entertain long-term lease offers from developers interested in utilizing the surface rights within the right-of-way. In recent months, several developers have approached County staff with surface development proposals within the right-of-way.

From an entrepreneurial perspective, various segments of the right-of-way provide different revenue potential. The highest revenues are likely to be gained from the wider segments that adjoin commercial areas and benefit from favorable access. Conversely, the lowest revenue potential will be associated with the narrower segments of the right-of-way that adjoin backyards of established single family residential neighborhoods with access only at roadway intersections.

Within the unincorporated areas of the county, private land development potential along the right-of-way is limited. County General Plan policy recognizes trailway development and other public purposes, but expressly discourages the establishment of new private uses within the right-of-way. Before substantial private development within any portion of the right-of-way is considered, revisions to existing General Plan policy may be necessary.

Private utilization of the right-of-way can be divided into two types: structural and non-structural development.

Structural Development

Structural development is largely self-explanatory, entailing the location of permanent buildings within the right-of-way. The scale and site design of such structures is presently regulated by the zoning ordinance.

Additionally, site design is constrained by existing and competing interests in the right-of-way. Prospective development must respect secured access to various longitudinal pipelines. The exact locations of longitudinal pipelines is not known but seem to be located near the edges of the right-of-way. If this is the case, the clearance requirement might be accommodated within the normal structural setback limitations of the zoning ordinance.

Perhaps more important, structure placement across the middle of the right-of-way is theoretically possible. Such development would effectively block the ability to establish planned trailway development and other possible transportation functions. Even if the

existing locations of the pipelines interfere with proposed development, Southern Pacific has frequently retained the right to more conveniently re-locate them within the right-of-way at the tenant's expense. Therefore, the restrictive factor posed by the presence of longitudinal pipelines might be overcome and may not necessarily be a significant design impediment.

Private development within the right-of-way might also occur by elevating structures above a defined corridor space. This concept is often referred to as the retention of "air rights." However, before the concept is implemented, additional investigation should be conducted into the hazards posed by the fuels pipeline.

Conceptually, land development appears most feasible within several segments along the commercial areas of the right-of-way. Table II briefly describes these segments, some of which contain existing development. As many of these uses are antiquated and no longer reflect effective utilization of the site's underlying location value, existing development and use of a site may be a deceiving indicator of land values. These sites enjoy central locations and/or favorable access attributes and are likely sites for private development projects involving intensive uses.

TABLE II
Potentially Developable Sites
Southern Pacific Right-of-Way
Contra Costa County

<u>Location</u>	<u>Community</u>	<u>Right of Way (feet)</u>	<u>Length (feet)</u>	<u>Existing Development</u>	<u>Map Number</u>
Market Avenue	Concord	200-300	3,000	Partial	1, 2
Hookston Station	Pleasant Hill	300	2,350	Partial	3, 4
Alamo Business District	Alamo	50-100	1,800	No	9, 10
Danville Blvd.	Alamo	130-200	700	No	10
Linda Mesa Avenue - Prospect Avenue	Danville	100	650	No	12, 13
Danville Station	Danville	240	1,450	Yes	13
San Ramon Siding	San Ramon	65-200	4,250	Partial	15, 16
Bishop Ranch	San Ramon	100	11,000	No	16-18
San Ramon National Golf Course	San Ramon	100-150	2,600	No	19

Residential Tract Development:

Structural development within the right-of-way between residential neighborhoods is impractical and might degrade property values in the vicinity. Available access is largely restricted to widely spaced road intersections. Within the unincorporated area of the county, right-of-way widths (100 feet and less) are insufficient to accommodate residential development, two lane roadways, plus minimum parcel depth zoning requirements.

Non-Structural Development:

Other development might be considered that would allow Southern Pacific to gain a return. There are three types of non-structural private development that might occur.

The first type pertaining to off-street parking, building setback and other landscaped areas within the right-of-way. These provisions would serve as part of an overall development plan involving adjoining or nearby properties. Minimum parking standards are typically required by the zoning ordinance for all types of development; landscaping is required for office, multiple family residential and planned unit developments. With regard to the Pleasant Hill BART station, portions or all of the nearby right-of-way might be used for additional parking.

A second type of non-structural development would be the provision of commercial outdoor storage within the right-of-way. Unlike parking or landscaping uses, outdoor storage is not a required development component; rather, it is usually an entitlement which is granted at the discretion of the planning agency. Because much of the right-of-way abuts residential neighborhoods, the establishment of outdoor storage in these areas would not be desirable. Outdoor storage might be conditionally acceptable along the commercially planned areas of the right-of-way, particularly the Bishop Ranch area of San Ramon Valley or Danville business district.

Rearyard Extension:

Where residents wish to purchase portions of the right-of-way, the right-of-way could conceivably be fragmented and incorporated into the rearyards of adjoining residences.

However, this method of land usage would be undesirable from the perspectives of both the general public and Southern Pacific. First, underlying utility trunk lines and the high-pressure fuels line might be vulnerable to unsuspecting individuals who attempted to dig in their rearyards. Second, periodic inspection of utility facilities would be more difficult and costly. Finally, the right-of-way would lose most of its value as a corridor for future utility installations to serve the community.

Nuisance Abatement Leases:

The final type of private use without structures would be the establishment of nuisance abatement leases. The primary purpose of these leases would be to prevent nuisance activities that presently occur along the right-of-way and to provide Southern Pacific rental revenues until railway property rights are acquired. Obstructions would be placed at public roadway intersections to eliminate undesirable vehicles from entering the right-of-way.

Still, it may be unrealistic to believe that all socially undesirable activities related to the right-of-way could be solved by erecting barriers. Motorcycles could probably be eliminated from the right-of-way, however fences may have little impact in reducing burglaries or other crimes.

Besides obstructing undesirable uses, portions of the right-of-way could be graded, cultivated and transformed into community gardens. Vegetable and floral gardens would be particularly appropriate in the higher density residential area south of the Pleasant Hill BART station.

Neighborhood sporting facilities might also be accommodated within the right-of-way. Listed below are several types of facilities and their minimum width requirements.

<u>Sport Facility</u>	<u>Minimum Width</u>
Tennis Court	60 Feet
Basketball Court	50 feet
Volley Ball Court	42 feet
Paddle Tennis Court	32 feet
Bocce Court	8 feet

The neighborhood reserves would be acquired through lease by local groups representing abutting residential property owners. Southern Pacific officials have indicated their preference for negotiating in block-long or, at a minimum, semi-block-long segments. They prefer this method to a piecemeal liquedation program to ensure that fences and other obstructions to pipeline access can be minimized.

CHAPTER VII PROPOSED USES

Several adopted community plans designate railway uses within the right-of-way. The purpose of this chapter is to identify the basic physical parameters needed to create a well-designed railway. This chapter also identifies other public and private uses that could reasonably be established within specific locations and that are potentially compatible with the described railway.

With regard to the right-of-way, the proposals in this chapter pertain to the unincorporated area of the county. The relevant area extends from Mayhew Way to Walden Road and from I-680 (near Rudgear Road) to Alcosta Blvd. However, staff has attempted to identify opportunities for regional benefit that transcend local political boundaries. Therefore, certain projects extend into and affect other autonomous jurisdictions. Generally, these "overlapping" projects appear to enjoy consensus support among affected communities. Continued cooperation between jurisdictions must be realized for plan implementation to be effective.

In most segments of the right-of-way exclusive surface use for the planned railway and other surface transportation purposes may be desirable but probably unrealistic. Before trail use can be established, methods for acquiring public access and railway development and maintenance need to be identified. The acquisition method that most frequently comes to mind is outright purchase and development by public agencies. However, aggregate lease offers made to date to Southern Pacific for segments of the right-of-way appear to run into the millions of dollars. In times of declining public revenues and escalating construction costs, the ability of public sources (federal, state, or local) to finance projects of the scale of the planned railway is greatly diminished. A comprehensive review of possible funding sources is considered in Appendix III.

In the face of a shortage of public revenues, alternative railway development methods must be considered. One method that deserves scrutiny is requiring right-of-way acquisition and railway development in conjunction with private development projects on properties that abut or are near the right-of-way.

This requirement may be regarded as reasonable, if the railway system can be viewed as an integral component of the county's circulation system.

In many cases, however, the expenses associated with acquiring the railway for public purposes may exceed the advantages that the County is capable of providing in the form of development entitlements. To induce developers to participate in trail development, it may be necessary for the County to allow limited private surface use of portions of the right-of-way (or other reasonable concessions) in conjunction with private projects on abutting property.

By allowing private use of the right-of-way, the width and design potential of the planned railway may be compromised. In making this compromise, critical attention must be given to preserving adequate railway width. The width should be sufficient to meet expected future demands of assorted trail users. The width should also be sufficient to

provide buffers that adequately protect and screen the trailway from adjoining sensitive land uses.

Trailway:

At this point in the planning process, establishment of the desirable right-of-way width is critical. An inadequate width will fail to accommodate expected users and/or pose design conflicts between competing uses. For example, a paved bikeway along the Amercian River Parkway in Sacramento needed to be widened twice to accommodate the increase in the volume of bicyclists.

Trail design should provide for adequate separation of hiking, riding, bicycling and jogging uses. If the existing topographic profile can be incorporated into trail design, the separation of trail users might be accomplished without the erection of barriers. A bikeway would be placed on the raised roadbed. Horseriders and pedestrians would be encouraged to use recessed areas of the right-of-way.

Tens of thousands of dollars can be saved by, whenever possible, incorporating existing railroad bridges into trailway design. Modifications to the bridges will be needed, but the bridge structures themselves appear fundamentally sound for trailway purposes. Though damaged, the remaining railroad bridges had been used only a few years ago by multiple ton locomotives. Where bridges have been removed, modified railroad flat cars might be acquired and installed across creekbeds.

Within business districts greater design attention should be given to orienting new or altered retail facilities to face the trailway. Outdoor cafes, book stores, delicatessens, and ice cream parlors are examples of compatible uses that could be established along selected areas of the trailways.

Bikeway:

Among the various trail components, the bikeway will probably be most heavily used. A user survey* conducted by East Bay Regional Park District of existing neighborhood trails in the East Bay area indicates that most trail users are bicyclists. These bicyclists were primarily interested in exercise and recreation rather than transportation. As the Southern Pacific corridor has a flatter grade and convenient access to school, BART, employment and shopping centers, than the other bikeways studied by EBRPD, a bikeway here could be expected to attract a number of bicyclists for transportation purposes.

Many previous efforts at providing bikeways in the central county have tended to be adjuncts to the existing road network. For example, Danville Boulevard has been designated a bicycle trailway. Although there are striped bicycle lanes, hazards to bicyclists are apparent including numerous access points, drainage ditches and on-street parking facilities along the roadway. Danville Boulevard is a two lane, 36 foot wide roadway on which traveling speeds frequently range between 40 to 50 miles per hour. In spite of these menacing conditions, bicycle travel along Danville Boulevard is moderate. However, providing a separated bikeway may encourage additional individuals to bicycle who presently avoid Danville Boulevard.

* A Trails Study, East Bay Regional Park District, 1976, Pg. 27.

Furthermore, the escalating cost of automotive travel is causing many individuals to re-evaluate their driving habits and to select less expensive travel modes whenever feasible. Many view the bicycle as a pleasant, convenient and healthy method to fulfill short trip functions for at least six months in a year.

A longer term impact of rising energy prices will be for individuals to give increased attention to choosing a place of residence in proximity to their place of work. This trend will lend itself to greater opportunities for bicycle travel as the central county experiences typical housing turnover patterns and homebuyers become increasingly concerned with shortening commute and shopping distances.

Improved bicycling facilities within the vicinity of BART stations might induce more individuals to use bicycles (instead of cars) to travel to and from these stations. Many stations have enclosed bicycle lockers that can be seasonally rented. These lockers protect bicycles from vandalism, theft and the weather. Furthermore, the cost of providing these locker facilities is considerably cheaper than expanding parking facilities for automobiles. The BART District recognizes the value of bicycle usage in reducing parking and congestion problems around station sites, and is presently undertaking a promotion campaign to encourage their patrons to "bike to BART."

The Pleasant Hill BART station seems particularly suited for expanded bicycle usage. The surrounding area has many high density residential developments and the prevailing terrain is a level plain. According to the staff of BART, the Pleasant Hill station is more heavily used by bicyclists than any other station along the line. Furthermore, BART staff has been monitoring modal interfacing counts with the BART line and has noted that bicycle use expanded by a factor of 250% when gasoline supplies were curtailed last year.

Based on these factors, bicycle use in the central county should become increasingly common. Consequently, the design of the bikeway should be large enough to accommodate the anticipated large volumes of bicycle travelers. Ideally, the trailway dimensions should allow for the eventual construction of a twenty foot wide paved bikeway; this width will permit two pairs of bicyclists to comfortably pass. A wider bikeway or divided bikeway may be appropriate in selected areas such as town centers or near schools where peak bicycle counts may become more pronounced.

Walking and Jogging (Treadway):

Although smaller than the expected number of bicyclists, people who walk and jog should constitute the second largest component of trail users within the Southern Pacific right-of-way. Along the Lafayette-Moraga trail, walkers and joggers together represent 40% of all trail users.

Unlike bicyclists, walkers and joggers frequently do not limit themselves to paved surfaces. Some prefer paved routes, especially during and after wet weather; others like softer surfaces (i.e., grass, soil) on which to tread. For these reasons, they are prone to roam within the right-of-way regardless of established traffic controls. Walkers and joggers travel at slower speeds than most bicyclists; their presence on bikeways often causes traffic hazards. For the mutual protection of the bicyclist and jogger/walker, separation of the two activities is desirable. The best means to encourage this separation is to provide an attractive, convenient route for the walker/jogger to use.

The "treadway" should be wide enough to allow at least three people to pass abreast of one another, about 8 feet. Twelve feet for walkers and joggers would be the ideal provision.

Horseriders:

Horseriders should be the smallest component of users along the trailway. The horse trail should be at least 7 feet wide to allow two riders to pass abreast of one another. Wider trailways may be appropriate where the right-of-way permits.

Because of health and safety problems associated with horses, special equestrian regulations may be needed along portions of the right-of-way, particularly within town centers.

Landscaped Buffers:

An aggregate of 15 feet is desirable to buffer adjoining land uses from the trail system and to provide adequate separation between trail users.

Additional area for landscaping might be accommodated to permit the creation of a parkway-like atmosphere. In wider areas of the trailway, areas could be reserved for floral garden beds that might be developed and maintained by civic-minded organizations such as senior citizen groups.

To discourage burglaries and other illegal entries, thorny hedges or other obstructive landscaping could be planted adjacent to residential rearyards whenever requested by neighbors. Hedges could also provide screening to assure privacy for the rearyards of adjoining homes.

Trailway Summary:

Summing the widths of the individual trailways, at least 50 feet of right-of-way width would be desirable. This width corresponds with the narrowest segments of the Southern Pacific right-of-way. This width would allow for expected trail user volumes, but would not permit desirable latitude for design or landscaping amenities.

A well-designed, attractive trailway could be developed with up to 100 feet of right-of-way width. Under such parameters, variations in trail design could be accomplished that would make trail use not only convenient but also an interesting, enjoyable experience.

A developed trailway should benefit adjoining property owners as well as trail users. The presence of large numbers of bicyclists and pedestrians within the right-of-way should make the nuisance activity that presently occurs within the right-of-way more conspicuous and thus deter such activity. Barriers could also be installed that would be compatible with trail use but that would discourage undesirable motorcycle or dumping activity.

Where opportunities permit, the location of some trailway uses on adjoining and parallel roadways or easements might be acceptable.

At roadway intersections, gate designs should compel trail users to slow down and proceed with caution. However, signs and striping should be provided along roadways to inform automobiles to yield to trail users.

Open Corridor Resource:

A second land use objective that is largely consistent with the proposed railway system is the retention of the Southern Pacific right-of-way as an open corridor. Development of a transportation line system would occur in the event of critical energy shortages that would cripple the existing county circulation system.

As envisioned, the corridor would preserve the ability to link the north coast rail lines with the rail lines in the Pleasanton area. The system may need to provide for passenger and freight service to the central county area. To effectively carry out this function, 100 feet of right-of-way width should be reserved, whenever possible, in open surface use for this contingency.

Alternatively, structures might be allowed within the corridor on the condition that the developer convey development rights to the County.

Utility Corridor:

Utilization of the right-of-way as a utility corridor is fundamentally compatible with the planned railway system and most other uses that require open surface area. As already noted, the right-of-way contains many utility lines including the Southern Pacific fuel pipeline.

As a utility corridor, the existing right-of-way appears underemployed. Along its most utilized segment, there are four parallel longitudinal subsurface pipelines and one overhead electrical transmission line. But within a 100 foot cross section, as many as fifteen small pipelines could be installed. Placement of additional overhead electrical lines within the right-of-way should be allowed only after thorough exploration of alternative provisions including underground lines have been exhausted.

In this central area of the county, the central location, continuous length, level grade and largely unencumbered surface area are unique geographic attributes of the right-of-way. As development patterns continue, utilization of the right-of-way as a utility corridor will become increasingly important in allowing communities to develop and grow in an efficient manner.

Potential conflict between subsurface utility corridor use and surface railway use should be negligible. Nevertheless, from time to time, it is necessary for owners of utility lines to access underground pipelines. Attention should be given to assuring the restoration of trail and landscape conditions after utility work has been completed. If trail uses are to be secured by an easement, it may be necessary to identify parties responsible for restoration within the title document. Locating longitudinal pipelines near the edge of the right-of-way may be preferable with regard to the goals of the planned railway and open corridor resource.

Roadways:

Along some areas of the right-of-way, an adequate street network has not yet been developed. Some segments of the right-of-way could be utilized for roadways to improve linkages and general circulation. Furthermore, roadways in the right-of-way are compatible with the concepts of utility and open corridors. Where adequate right-of-way permits, they may also be compatible with trailways.

However, when the available right-of-way is narrow, integration of roadway and trails tends to create use conflicts and bottlenecks. Any roadway within the right-of-way is likely to occupy much of the existing width.

In a right-of-way that is predominantly 100 feet in width or less, roadways would relegate some segments of the planned trailway system to secondary design status. Individual trailways would be crowded and opportunities for landscaping and buffering would be limited. Moreover, the presence of auto traffic and extensive paved surfaces would impair the sought-after parkway-like atmosphere within the right-of-way. Automobile traffic may also annoy residents with rearyards facing the right-of-way.

Therefore, balancing the concerns between an adequate automobile circulation system with the preservation of the park and trailway system concept deserves careful consideration. Proposed roadways should be considered within the right-of-way only after two or more of the following conditions have been established:

- Efficiency in fulfilling its intended purpose;
- No substantial interference with the scale or design of the planned trailway;
- An absence of viable alternative routes.

Of the right-of-way segments recommended for roadway purposes by the County Public Works Department, only the Pleasant Hill (Monument Boulevard/Treat Boulevard) and Tice Valley Boulevard extension proposals meet these conditions. The proposed Danville roadway (San Ramon Valley Boulevard/Sycamore Valley Road) deserves additional study.

No portion of the proposed South Broadway extension enters the unincorporated area of the county. The decision to proceed with this project resides with the City of Walnut Creek.

The proposed roadway in Pleasant Hill possesses several attributes that would serve the area. First, the right-of-way is the only north/south corridor in the area between Interstate 680 and Oak Grove Road capable of containing a collector roadway. Second, a bikeway is the only planned use designated in the right-of-way north of Treat Boulevard. Sufficient width seems available for accommodating an adequate bikeway and roadway within the right-of-way.

However, some aspects of the proposed roadway remain ill-defined. The City of Concord opposes a roadway intersection located within the Southern Pacific right-of-way at Monument Boulevard. Alternative road intersections have dubious merit, as they would compel routing the roadway through commercial property and introduce an additional signalized intersection along a congested Monument Boulevard.

Until the location and design of the northern terminus can be agreed upon, the capacity of this roadway to alleviate local congestion remains unclear. A committee should be formed composed of the county and the cities of Pleasant Hill, Walnut Creek and Concord to make recommendations on roadway/trailway design and location for this right-of-way segment.

Should the South Broadway extension be constructed to Rudgear Road, only a western leg will be absent from the intersection. As a long-range objective, the county should consider the extension of Tice Valley Boulevard into a well-aligned intersection. The precise route need not be determined at the present time but consideration will need to be given to road grade, costs of acquisition, disruption of neighborhoods and route efficiency.

The Danville roadway could provide improved access to the commercial area of Danville. This right-of-way segment is 100 feet wide and passes underneath Interstate 680. The width appears sufficient to contain a two lane, minimum access roadway as well as a multipurpose trailway. However, the design of the proposed roadway presents as many problems as solutions. The roadway would add a fifth leg to the intersection at San Ramon Valley Boulevard and a sixth leg at Sycamore Valley Road, potentially aggravating an area of acknowledged traffic congestion. Other traffic improvement proposals, including the widening of the Sycamore Valley Road overpass, have been suggested to address this congestion problem. Prior to amending the circulation element in this vicinity, a comparative study should be prepared of alternative roadway improvements to determine the most cost-effective project.

The other right-of-way segments, that were previously suggested as possible locations for roadways, would have a profound impact on the trail design; most would not be effective in meeting the intended circulation function; and, in some instances, the planned bikeway may be more capable of providing the intended circulation purpose (local trip demand) than the proposed roadways.

Private Uses:

Private surface use of most of the right-of-way has been indicated as an inappropriate use within the right-of-way because of a combination of factors. These factors include accessibility and safety concerns involving the existing subsurface utility pipelines; the narrow dimensions of most of the right-of-way; and established land use patterns of adjoining property.

Further, various types of private surface use are largely incompatible with other identified optimal uses. Building coverage would seriously impair the capacity to develop an attractive trailway system. It would clearly compromise, and possibly preclude the ability to re-establish a transportation line within the right-of-way should future events or conditions warrant its development. Finally, building coverage would limit placement and number of utility lines to only those areas within building setbacks.

Allowing developments on adjoining properties to utilize portions of the right-of-way for parking purposes is compatible with the concepts of utility and open corridors. However, as with roadways, parking lots tend to be less attractive features of the urban environment. Parking lots could impinge on the development of an effective trailway and eliminate opportunities for landscaping.

Furthermore, a well-designed railway system should be recognized as constituting an integral component of the county's circulation system. As an alternative to the automobile mode, the development of the railway is likely to lead to a reduction in the reliance on cars for transportation. Thus, comparable reductions in allocations for parking area may become feasible.

Outdoor storage is generally not desirable along the right-of-way, because it would probably become an eyesore, though uses in established nonresidential areas may be acceptable.

Whenever possible a 100 foot wide median should be observed for future transportation uses. No structural use would be permitted within this proposed median, but other private surface and subsurface uses may be acceptable.

Where right-of-way widths exceed 100 feet some types of structural use might be acceptable. The development would have to be located outside of the proposed median and either within or alongside a planned commercial area. Development in these locations could reasonably occur without interference with the continuity of the corridor.

Developable areas and the land use designations of adjoining property are identified below. Local maps, contained in Appendix I, are parenthetically referenced.

Alamo Business District (Maps 9 & 10) - Up to 50 feet of the eastern portion of the right-of-way can be utilized for parking or building setback area. This plan only applies to the right-of-way segment that is 100 feet wide. Private surface development within any portion of the 50 foot wide right-of-way segment would interfere with the proposed railway. East of the right-of-way, the community plan designates commercial/and office uses, the west side is designated for low density, single family residential uses.

One developer has agreed to convey and develop a 50 foot wide railway in the segment lying between Stone Valley Road West (Lunada Lane) and Las Trampas Road as part of an office development that uses a portion of the right-of-way for parking.

Linda Mesa/Prosperity Avenues (Map 13) - This site is located near the business district of Danville. The full 100 foot width should be maintained in non-structural uses. However, portions of this right-of-way segment might be utilized for commercial parking or building setback area. The area east of the right-of-way is designated for commercial uses; the area west of the right-of-way is residential.

The former Danville Station site (Map 13) presents an auspicious opportunity for future surface development because of its width, central location and accessibility. Besides the fuels pipeline, there appear to be only nominal existing subsurface facilities that might encumber surface development. The underlying zone district for the property is commercial. The Danville community plan designates the area east of the right-of-way for commercial uses; west of the station site, the property is designated multiple family residential. Office or improved retail structures could reasonably be established within this segment of the right-of-way. The proposed railway might be located within a portion of Railroad Avenue, a fifty foot public road right-of-way which adjoins the former station site.

Laurel Drive Site (Map 13) - The proposed roadway between Sycamore Valley Road and San Ramon Valley Boulevard (Map 13) will greatly improve access and hence the value of several adjoining properties, particularly a vacant two acre parcel lying north of Sycamore Valley Road and west of the right-of-way. Though presently designated for single family use, with improved access some type of more intensive residential use may be more suited for this site.

San Ramon Siding (Map 16) - This segment transects Crow Canyon Road and borders on the Research Center of the Pacific Gas And Electric Company and the corporation yard of the San Ramon Valley Unified School District. Plans have been approved for the extension of Fostoria Way to the east side of the right-of-way where a cul-de-sac will be designed to serve a multistory office building. South of Crow Canyon Road, office and commercial uses have been established within the right-of-way. South of Fostoria Way, only 65 feet in width of the right-of-way remains in open surface use; north of Fostoria Way 200 feet of right-of-way width remains open. The fuels pipeline runs along the east side of the right-of-way. A 60 inch storm drain was recently installed within the middle of the right-of-way north of Crow Canyon Road as part of the improvements financed through and serving Assessment District 1979-5. Most, if not all, of the remaining open surface area in the right-of-way south of Fostoria Way should be reserved for railway use. At least 50 feet of the 200 foot width north of Fostoria Way should be used for railway use; the remaining width might be utilized for parking or recreational facilities.

Bishop Ranch (Maps 16, 17 & 18) - Up to fifty feet of this 100 foot wide right-of-way can be utilized for parking or building setback area. Additional area could be used for private surface uses if the P.G. & E. utility easement, that abuts the Southern Pacific right-of-way on the east side, were employed as part of the planned railway. Virtually all of the adjoining property is designated for employment uses. A small park and elementary school site is to be located on the east side of the right-of-way near Bollinger Canyon Road.

San Ramon National Golf Course (Map 19) - This segment constitutes the southern half of the right-of-way distance between Pine Valley Road and Alcosta Boulevard. The width varies between 100 and 150 feet; the right-of-way is flanked on either side by the San Ramon National Championship Golf Course. A 40 foot wide P.G. & E easement abuts the west side of the right-of-way, containing an overhead electrical transmission facility.

If an improved railway were positioned within the P.G. & E. easement, the entire right-of-way segment could be utilized for recreational facilities such as tennis courts.

Nuisance Abatement Leases:

Until the County or public entity acquires and develops right-of-way segments, short-term nuisance abatement leases would be acceptable on an interim basis. While fences, private garden and sport court facilities may be reasonable uses, site design of leased segments should not preclude pedestrian access. Whenever possible, the installation of fencing and barricades should be designed for eventual adaptation into the planned railway. Also, nuisance abatement leases should be permitted for only short terms to allow railway use as soon as property rights can be acquired by the public. Therefore, nuisance abatement leases should only be established subject to review by the County.

Estate Acquisition:

Trailway Easement:

Development of the proposed trailway will probably entail a considerable public investment. The County should give attention to protecting the long-term interest in the right-of-way and assuring that the facility is not lost at some time in the future. Therefore, whenever possible, the trailway facility should be secured by an easement or other estate in perpetuity.

Flexibility in trailway design, maintenance and management is desirable. As most easements limit uses by the owner to those expressly granted, conveyance instruments for any trailway easements should be phrased to allow a sufficient degree of latitude and control.

Where the acquisition of permanent estates appears infeasible, long-term leaseholds may be acceptable. In these instances, assurances will be needed to bind the contractual parties to the terms of the lease.

Acquisition of Fee Title:

Within several sections of the right-of-way, a multiplicity of public interests are to be served by establishing the proposed uses. The public has already invested large sums of dollars installing facilities in the right-of-way such as the EBMUD 24 inch water main. This pipeline, and other public facilities presently secured by short-term agreement, could be threatened in the future if Southern Pacific continues its policy of increasing rental rates. Already, the County Water District elected to re-position some of their water mains outside of the right-of-way rather than pay escalating rental expenses.

Moreover, the right-of-way can provide needed corridor width for the future installation of additional utility facilities. Central Contra Costa Sanitary District would like to acquire a permanent estate in the right-of-way a distance of eight miles for a proposed sewer trunk line. Other public entities are likely to need similar installations to provide their particular service.

To avoid repeated negotiations with Southern Pacific, the long-term public interest could best be served by securing a fee title in some segments of the right-of-way. A fee title is defined here to mean the full range of possessory interests in the right-of-way that are presently not subject to existing encumbrances. Access to the Southern Pacific fuels pipeline would be subordinated to the fee title but ownership of the pipeline easement would not be affected.

Where private uses are allowed within the right-of-way, the affected area should be separately secured with an appropriate estate (i.e., easement, leasehold, etc.).

Company officials have indicated that the Southern Pacific Land Company is willing to convey fee titles in the right-of-way to a public entity, under threat of condemnation. Company officials indicate that the company will consider the conveyance of leaseholds, but will decline to directly sell segments of the right-of-way to private interests.

The presence of potential title defects affecting the right-of-way deserves attention. Where substantial public investment is anticipated, further investigation into the risks and solutions to accepting grant deeds is needed.

CHAPTER VIII

POLICY RECOMMENDATIONS

Continuous usage of the Southern Pacific right-of-way for utilities, open space and trailway uses are proposed by the Planning Department. Pending additional investigation, selected segments of the right-of-way should be considered for roadway uses to supplement the County's circulation system. Furthermore, the County should consider the conditional development of private structural and non-structural uses within selected areas of the right-of-way.

To implement and establish control over these proposed uses, we recommend that the Board of Supervisors refer the following policy proposals to the San Ramon Valley Area and County Planning Commissions for consideration within their respective jurisdictions. The recommended policies are intended to augment and clarify previously adopted County General Plan policy affecting the Southern Pacific right-of-way. After reviewing and considering these proposals, both Commissions should report back to the Board with their individual recommendations.

Within the time period that staff prepared this report, an urgency interim ordinance has been in effect to control development within the right-of-way. This ordinance is scheduled to expire December 7, 1980. In order to allow for more time to formulate planning policy, state law allows the ordinance to be extended up to an additional twelve months. We recommend that this be done.

1. The map and text of the Open Space and Community Facilities Elements of the County General Plan should be amended to designate an open corridor resource median to be contained within the San Ramon branch line of the Southern Pacific right-of-way. Wherever existing right-of-way widths are 100 feet or less, the median shall encompass the entire right-of-way area. Wherever the right-of-way width exceeds 100 feet, the median shall be located in a manner that will maximize a smooth alignment to join with connecting segments that are 100 feet in width or less. Structural development within the open corridor resource median shall be expressly discouraged; nonstructural uses may be permitted subject to review and approval by the County.
2. An amendment to the Circulation Element should be considered that designates a collector roadway in the northern Alamo area, linking the eastern terminus of Tice Valley Boulevard with the intersection of Danville Boulevard and Rudgear Road. The County should also reaffirm the location of the multipurpose trailway within the Southern Pacific right-of-way in the unincorporated area. When the trailway facility is developed, it will provide county residents, employees, shoppers, students and other travelers improved opportunities to bicycle, walk or use other nonmotorized modes of transportation in carrying out daily tasks.
3. A Combining District Ordinance should be adopted that would allow the consideration of land uses and divisions within the Southern Pacific right-of-way only after the granting of a land use permit. The proposed zoning district would replace the

Urgency Interim Ordinance now in effect. The establishment of nuisance abatement leases including the erection of lateral fences or other obstacles within the right-of-way that interfere with longitudinal access through the right-of-way would be allowed subject to administrative approval. One purpose of the ordinance would be to discourage and reduce nuisance activity. Furthermore, the text should specify that a primary objective is to establish an attractive bicycling, equestrian and pedestrian trailway with a minimum desirable width of 50 feet within the right-of-way. A narrower, but well-designed and functional trailway will be acceptable in the vicinity of the Pleasant Hill BART Station.

4. The Board of Supervisors should resolve that the preferred title conveyance for trailway interests shall be an estate in perpetuity (e.g., easement). As estate for years (e.g., long-term leasehold) may be acceptable only when the acquisition of a more permanent estate appears infeasible.

Whenever a segment of the right-of-way is planned for multiple, public surface and subsurface uses, the preferred title conveyance shall be by fee title. The conveyance shall not substantially affect existing encumbrances. Moreover, areas within the right-of-way designated for private uses on development plans approved by the County, shall be secured by an appropriate estate.

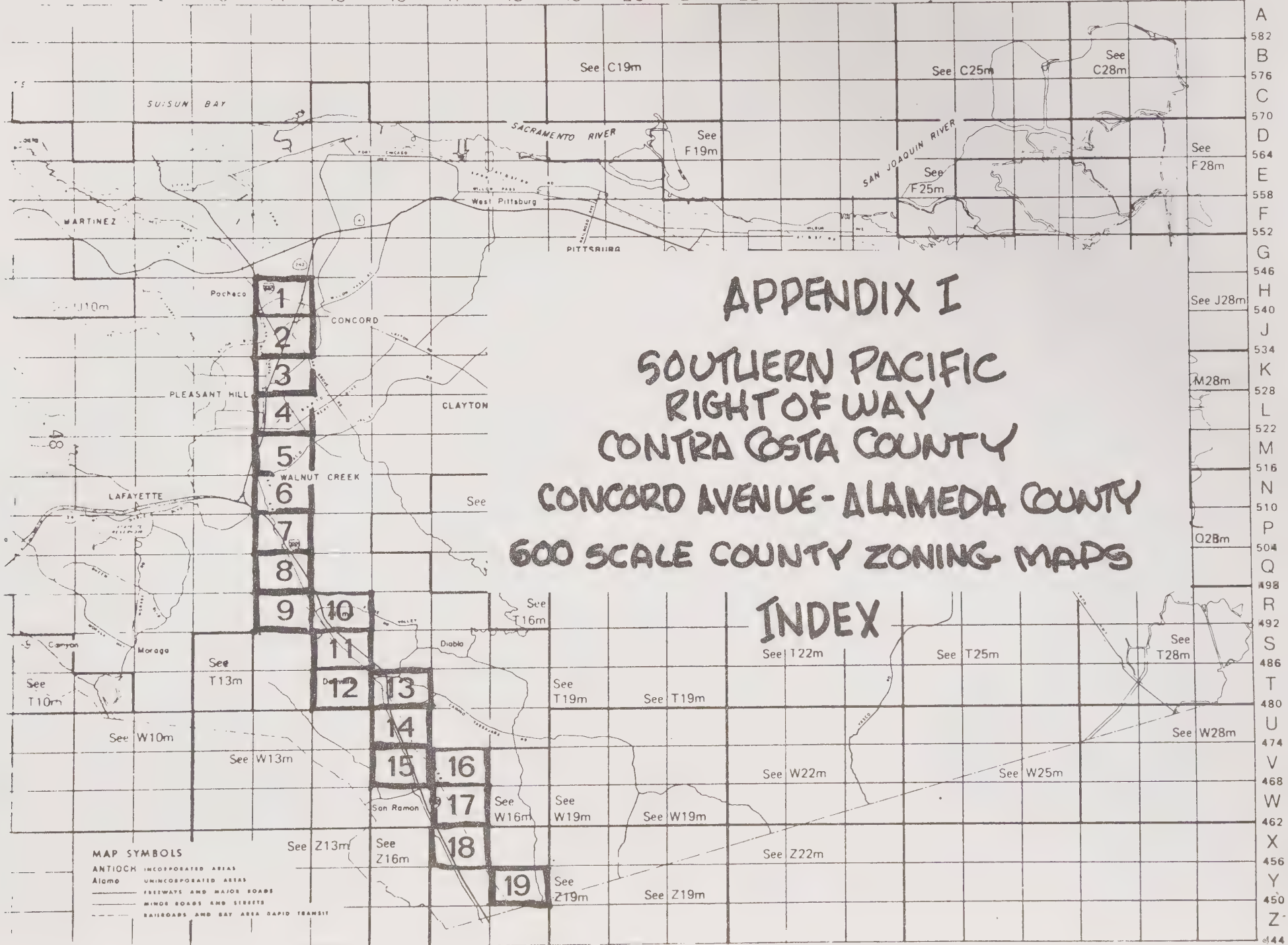
Furthermore, the Board of Supervisors should resolve that the initial recipient of right-of-way interests shall be the County. Subsequently, when conditions warrant, the County shall transfer these interests to the appropriate public service entity.

5. The County should establish a coordinating committee to guide development of a trailway within the Southern Pacific right-of-way. The cities of Walnut Creek, Pleasant Hill and Concord, and the East Bay Regional Park District should be invited to participate in the committee.
6. The Planning Department, in conjunction with the Public Works Department, is formulating a proposed revision to the County General Plan in the vicinity of the Pleasant Hill BART Station. One feature of the proposed plan is the development of a roadway and bikeway within the Southern Pacific right-of-way, as discussed within this report. Before the proposed roadway is designated on the County General Plan, the location and design of the roadway need to be more clearly defined, particularly within the vicinity of Monument Boulevard. This matter should be referred to the proposed coordinating committee for consideration and recommendation.

In the event that development of the proposed roadway appears infeasible in the immediate future, the County should consider in association with the East Bay Regional Park District and the Cities of Walnut Creek, Concord and Pleasant Hill, the development of an interim trailway. Multi-purpose trailway facilities are planned within the right-of-way by the County and Cities of Walnut Creek, Pleasant Hill and Concord. The northern terminus of the interim trailway might be established at the intersection of Monument Boulevard, which doubles as an on-street bikeway (class II) on Concord's trail plan. The trailway might then cross the existing railroad truss bridge and continue southward where it would interface with the Pleasant Hill BART Station. In time, the trailway would eventually link up with other trail segments in the right-of-way south of Treat Boulevard, establishing a continuous trailway to downtown Walnut Creek.

7. The County Planning Department should be designated the focal coordinating agency for the acquisition of possessory interests relevant to the installation of longitudinal public facilities in the Southern Pacific right-of-way. County departments and districts wishing to establish such property rights and facilities shall direct their proposals to the Planning Department. All County departments or districts should coordinate any negotiations or acquisitions of the aforesaid interests with the County Planning Department. The Planning Department should be directed to request autonomous districts to cooperate and participate in this effort.
8. The planned railway will link up with other planned railways within Alameda County and the Cities of Walnut Creek, Pleasant Hill and Concord, constituting a regional facility. Therefore, the custodial responsibility for the maintenance and operation of the railway shall be conveyed to the East Bay Regional Park District.

11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 1701



A
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W
462
X
456
Y
450
Z
444

SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY

Annexd to Concord, 1978

R-6 L-1

A-2

CONCORD AVE.

NORTHERN TERMINUS
OF ABANDONED RAIL LINE

CITY OF CONCORD

Market Street
Site

STATE ROUTE 24

MT DIABLO

HIGH SCHOOL

R-6

1"=600'

Zoning maps have not been updated
to reflect recent zoning amendments.

H15

545

544

543

542ST

541

540

**SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY**

Market Street Site

**PINE CREEK CROSSING
BRIDGE REMOVED**

**HOTEL WAY
EQUESTRIAN TUNNEL**

CONCORD

CONCORD HILL

I 680

STATE ROUTE 24

1" = 600'

2

Zoning maps have not been updated
to reflect recent zoning amendments.

Zoning maps have not been updated to reflect recent zoning amendments.

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

CAMBRIDGE
ELEMENTARY
SCHOOL

CAMBRIDGE
NEIGHBORHOOD
PARK

MONUMENT BLVD.

MONUMENT BOULEVARD
BRIDGE

HOOKSTON STATION

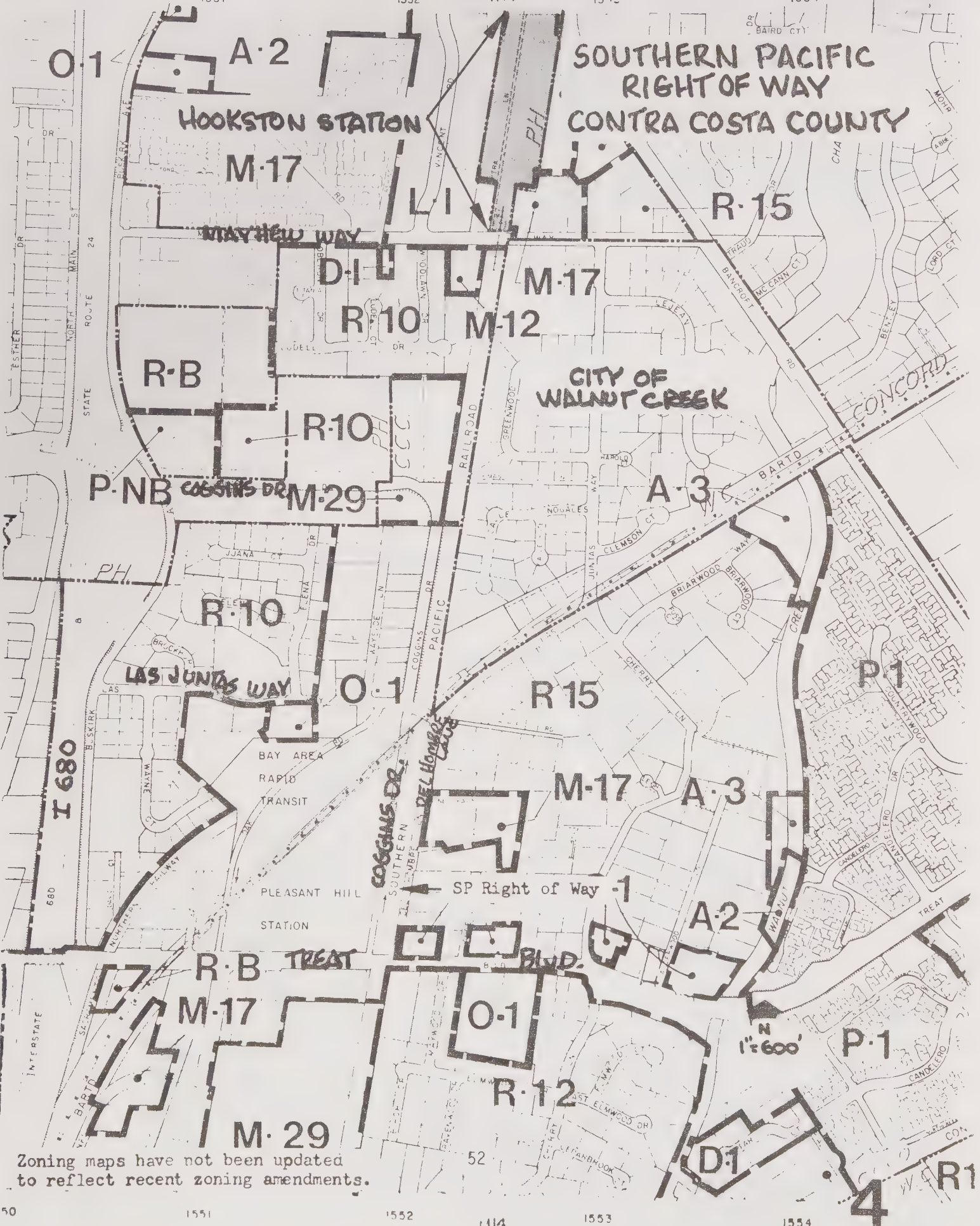
FAIR
OAKS
SCHOOL

WILLOW CREEK
ELEMENTARY
SCHOOL

N
1"=600'

Zoning maps have not been updated
to reflect recent zoning amendments.

3



Zoning maps have not been updated to reflect recent zoning amendments.

1550

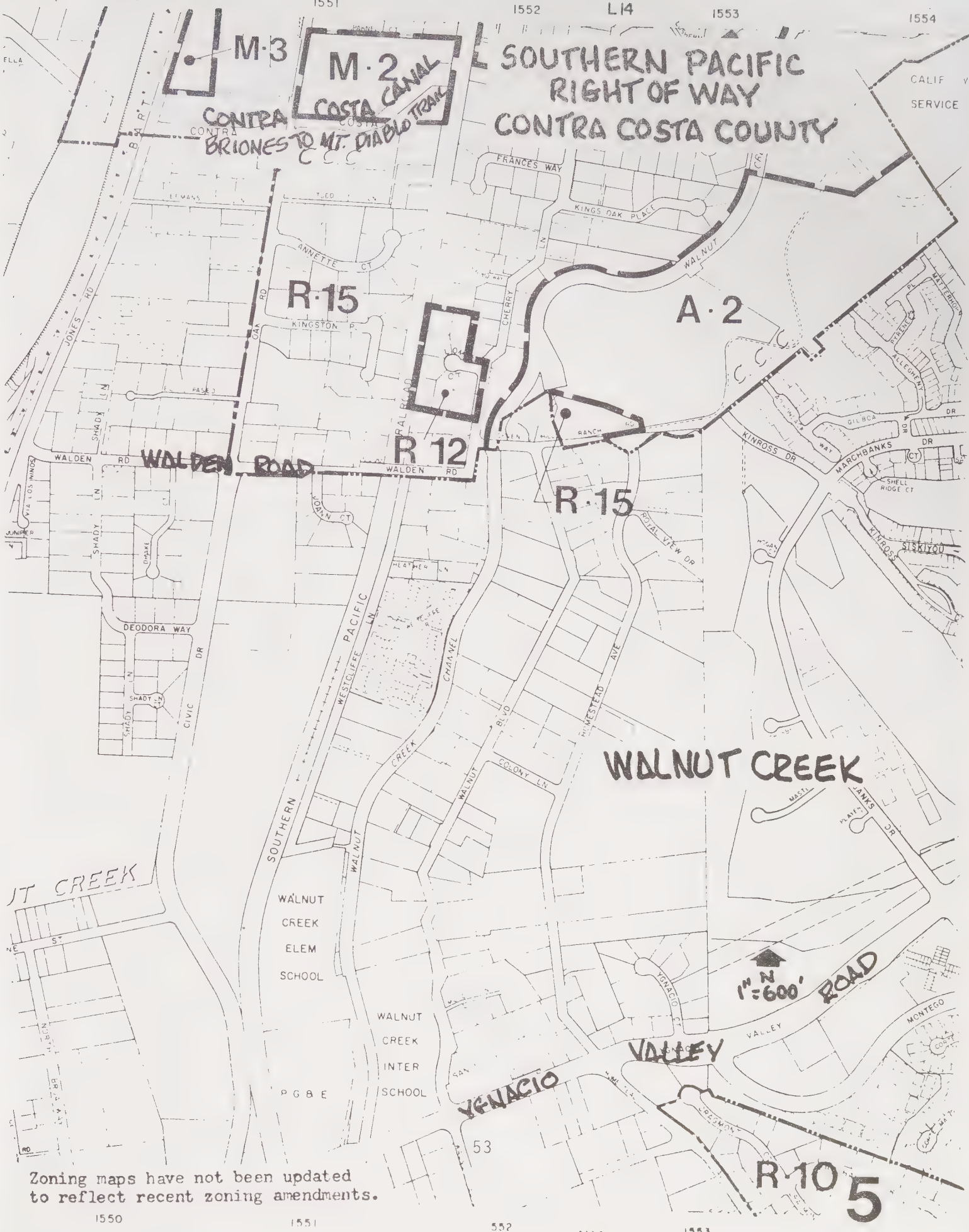
1551

1552

L14

1553

1554



Zoning maps have not been updated
to reflect recent zoning amendments.

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

**ARROYO WAY
BRIDGE**

**CITY OF
WALNUT CREEK
CIVIC CENTER**

SP R.O.W.

**Re-Routed
SP R.O.W.**

SP R.O.W.

**N
1"=600'**

Zoning maps have not been updated
to reflect recent zoning amendments.

1550 1551 1552 N14 1553 1554

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

R-10

20

R-20

SP R.O.W. →

I-680

WALNUT CREEK

Rudgear Road
Bridge Removed

MURWOOD
SCHOOL

PROPOSED
TICE VALLEY BLVD.
EXTENSION

1"=600'

Zoning maps have not been updated
to reflect recent zoning amendments.

55

7 LOS ANGELES

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

R-20

R-20

A-2
1994-RZ

SP R.O.W.

R-2

A-2

56

Zoning maps have not been updated
to reflect recent zoning amendments.



8

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

A-2

R-20

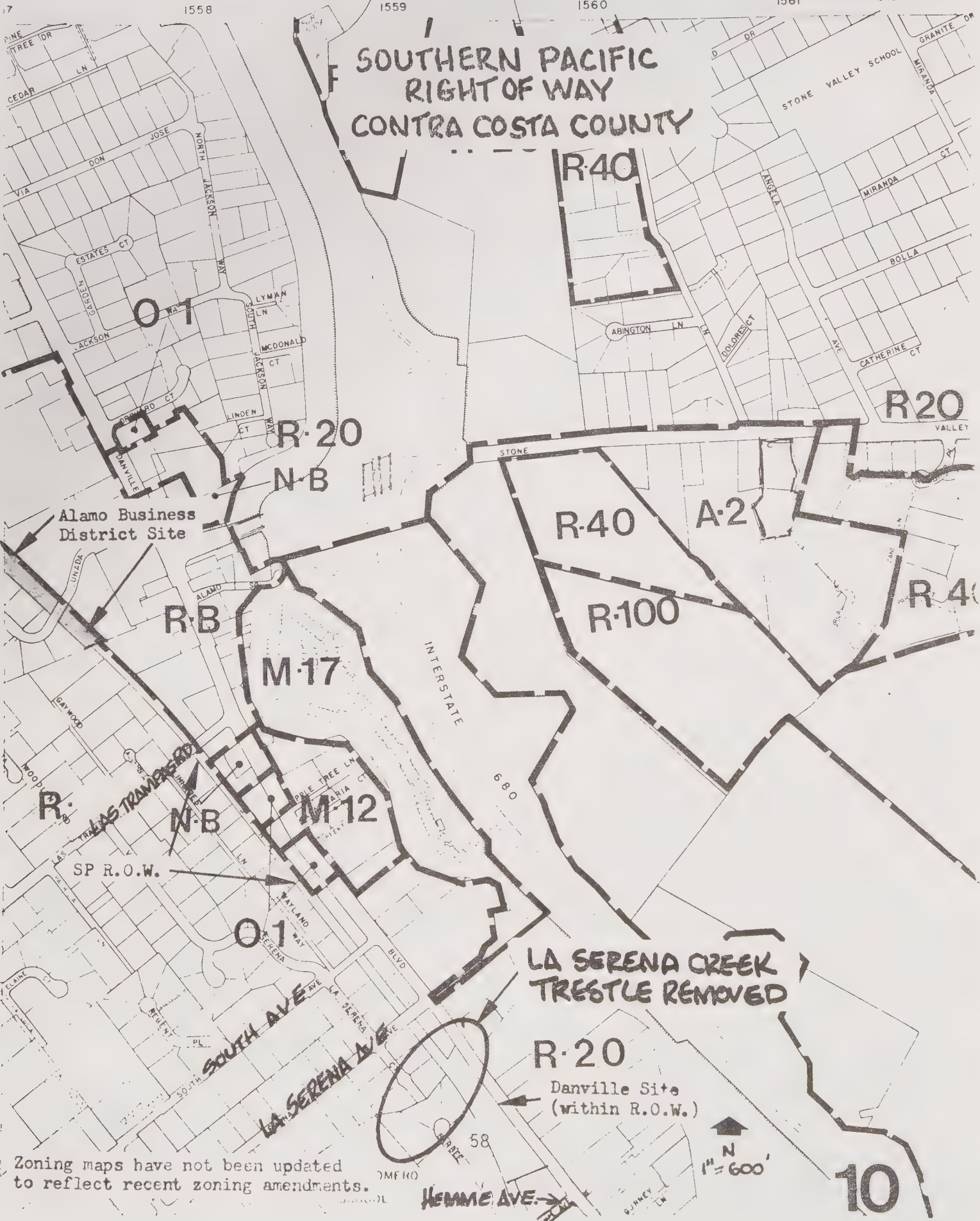
R-B

Alamo Business
District Site

A-2

R-20





Zoning maps have not been updated to reflect recent zoning amendments.

HENNE AVE.

1" = 600'

10

SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY

R-100

CAMILLE AVE.

DANVILLE

AVE.

BVD.

RUTHERFORD CREEK
TRESTLE REMOVED

R-20

R-15

R-20

RUTHERFORD RD.

R-10

SP R.O.W.

R-40

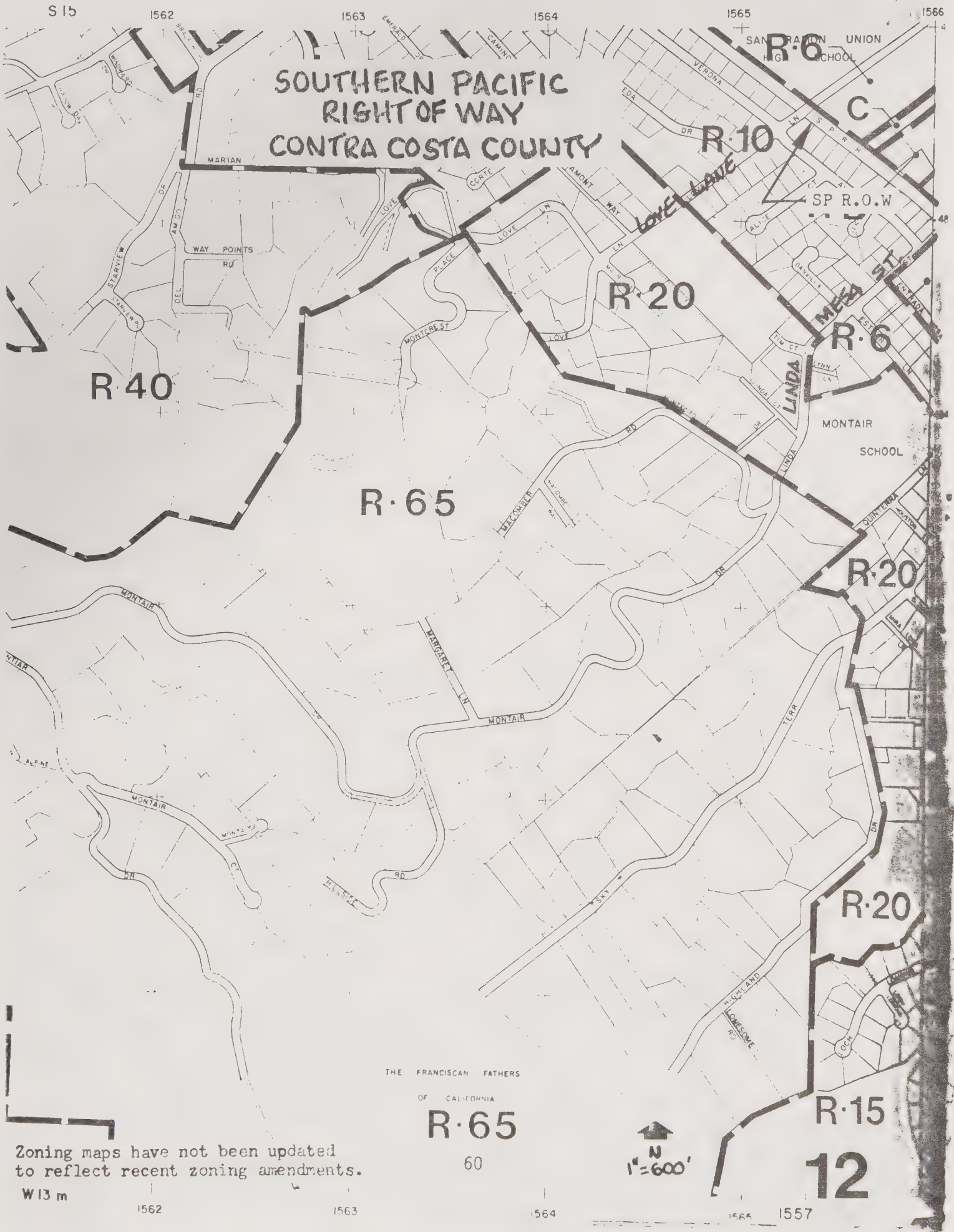
R-15

R-10

Zoning maps have not been updated
to reflect recent zoning amendments.

1"=600'
San Ramon Union
High School

11



SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY

R-40

R-65

R-20

R-10

R-6

R-6

R-20

R-20

R-15

12

Zoning maps have not been updated
to reflect recent zoning amendments.

W 13 m

R-65

60

N
1"=600'

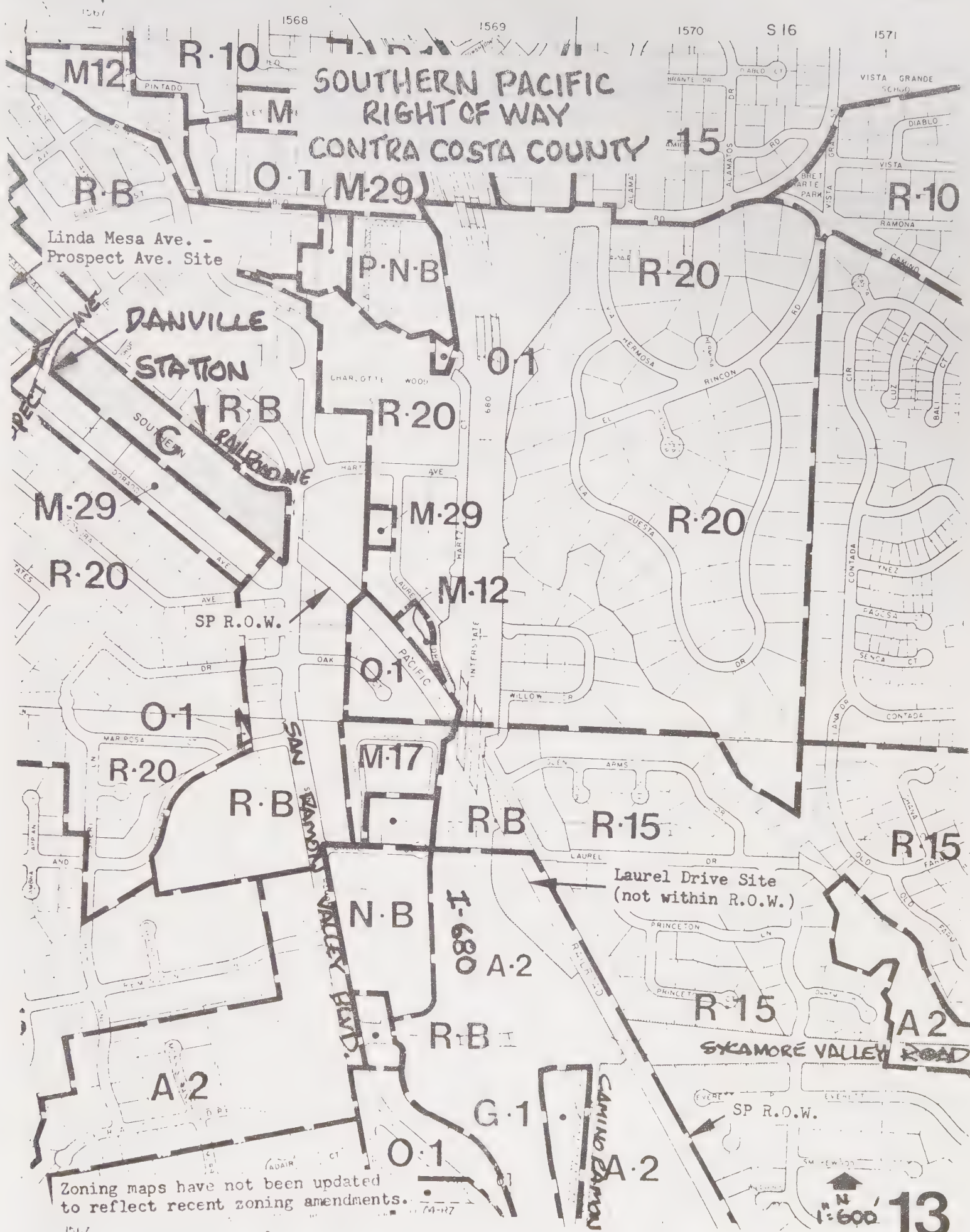
1562

1563

1564

1565

1557



SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY

Linda Mesa Ave. -
Prospect Ave. Site

DANVILLE
STATION

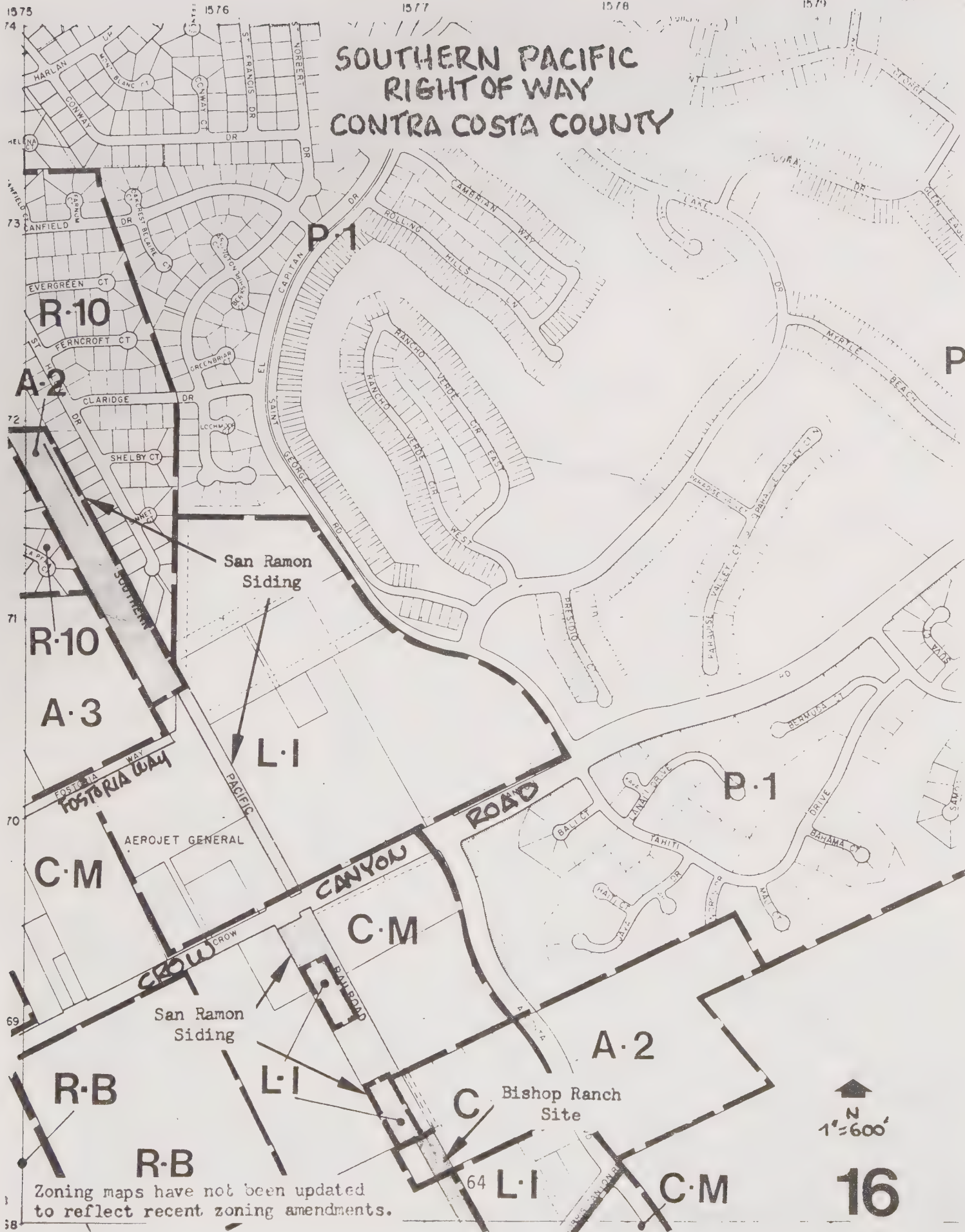
SP R.O.W.

Laurel Drive Site
(not within R.O.W.)

SKAMORE VALLEY ROAD

Zoning maps have not been updated
to reflect recent zoning amendments.

1" = 600'
13



SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

R-10

A-2

P-1

San Ramon
Siding

R-10

A-3

L-1

C-M

C-M

P-1

A-2

R-B

L-1

Bishop Ranch
Site

R-B

C

L-1

C-M

Zoning maps have not been updated
to reflect recent zoning amendments.

N
1"=600'

16

1577

1578

1579

V17

1580

17

SOUTHERN PACIFIC
RIGHT OF WAY
CONTRA COSTA COUNTY

A-4

A-2

Bishop Ranch
Site

C-M

R-10

S.P.R.R.

ALCOSTA BLVD.

PG&E
Easement
(outside R.O.W.)

R-10

C-M

N
1"=600'

Bishop Ranch
Site

BOLLINGER CANYON RD.

65

17

Zoning maps have not been updated
to reflect recent zoning amendments.

W17

1580

1581

1582

1583

Bishop Ranch
Site

SOUTHERN PACIFIC RIGHT OF WAY CONTRA COSTA COUNTY

A-4

R-10

M-29

R-10

R-E

M-2

R-7

R-7

California
High School

R-7

N
1" = 600'

18

Zoning maps have not been updated
to reflect recent zoning amendments.

Y17

1580

1581

1582

R.

R-10

SP R.O.W.

A-2

A-2

B-10

R-10

R-10

A-2

A-2

SOUTHERN TERMINUS OF ABANDONED RAIL SERVICE

M-29

San Ramon National
Golf Course Site

D.1

B10

R-7

A 2

R10

M. 29

R-10

0.1

D-1

R-6

M-29

R·B

C-M

M.12

M. 20

Zoning maps have not been updated
to reflect recent zoning amendments.

M. 201
ALAMEDA COUNTY
19

APPENDIX II

Segment Widths Southern Pacific Right of Way Concord to San Ramon Contra Costa County

<u>Approximate Location</u>		<u>Approximate</u> <u>Linear</u> <u>Distance (Ft)</u>	<u>ROW</u> <u>Width (Ft)</u>	<u>Jurisdiction</u>
<u>From</u>	<u>To</u>			
1000 Feet South of Concord Ave.	1,300 Feet South of Concord Ave.	300	300	County
Previous Point	150 Feet North of Willow Pass Rd.	1,800	200	County
Previous Point	Belmont Ave.	850	60	County
Belmont Ave.	150 Feet North of Brookview Dr.	4,700	100	County
Previous Point	50 Feet South of Linden Drive	1,500	50	County
Previous Point	100 Feet South of Monument Blvd.	2,500	100	County
Previous Point	Extension of Elaine Drive	1,650	100	Pleasant Hill
Previous Point	250 Feet North of Mayhew Way			
(Hookston Station)		2,450	300	Pleasant Hill
Previous Point	Mayhew Way	250	100	Pleasant Hill
Mayhew Way	Walden Road	7,550	100	County
Walden Rd.	I-680 (Rudgear Road)	13,800	100	Walnut Creek
I-680	Extension of Christopher Lane	5,400	100	Walnut Creek
Previous Point	Diablo Vista Rd.	2,000	50	County
Diablo Vista Rd.	200 Feet South of Lunada Lane	6,100	100	County
Previous Point	250 Feet South of La Serena Ave.	2,900	50	County
Previous Point	950 Feet South of La Serena Ave.	700	100-150	County
Previous Point	200 Feet South of Linda Mesa Ave.	10,300	50	County
Previous Point	Prospect Ave.	700	100	County
Prospect Ave.	San Ramon Valley Blvd.			
(Danville Station)		1600	240	County
San Ramon Vly Bld.	Extension of Claridge Dr.	13,900	100	County
Previous Point	1,300 Feet North of Crow Canyon Road	1,650	200	County
Previous Point	Crow Canyon Road	1,300	65	County
Crow Canyon Road	1,300 Feet South of Crow Canyon Rd.	1,300	200	County
Previous Point	1,900 Feet North of Alcosta Blvd.	16,700	100	County
Previous Point	Alcosta Blvd.	2,100	150	County

APPENDIX III

PROSPECTIVE FUNDING SOURCES

This appendix reviews a variety of possible funding sources that might be utilized for public acquisition and development of the right-of-way. The focus is on prospective funding sources for proposed roadway and trailway projects. Most sources have restrictions on the types of projects that can qualify for funding. However, many of these restrictions have been advertently written in equivocal terminology to accommodate a variety of projects. Many are older federal general funding programs for which appropriations have been discontinued but could be reactivated at any time. Descriptions are provided of the eligibility standards and funding availability characteristics of each source.

County General Revenues

This funding source is subject to the fewest restrictions for expenditure purposes. It is also a possible candidate for the local share (city or county) of a Federal match grant program. However, in the aftermath of the adoption of the Property Tax Initiative (Proposition 13), competition for these funds is intense. The opportunities for a sizable allocation for purposes of acquiring or developing the right-of-way, for whatever purpose, appear negligible.

County Gas Tax Revenues

Gas tax revenues are another potential source for the local share of a Federal match program. These revenues are used to maintain local streets, to provide traffic administration and to construct roadway improvements. Funds might also be used to acquire and develop a bikeway. In recent years, revenues have been receding due to reduced gasoline consumption. Moreover, fewer dollars are available for construction purposes because of increased costs associated with roadway maintenance. Therefore, this fund also seems an unlikely source of funding projects in the right-of-way.

State Gas Tax Revenues (HE3 Account)

To the extent that a bikeway project can be demonstrated to improve safety and capacity of parallel State and federal highways (e.g., I-680, Highway 24), a bikeway project may qualify for ear-marked funds from the State allotment of Gas Tax Revenues. The right-of-way segment between the Pleasant Hill BART Station and Newell Avenue may be particularly eligible for this source of funding.

Federal Aid to Urban Systems

Federal Aid to Urban Systems (FAU) is a subvention program; FAU funds may be used for roadway or bikeway projects. Western Contra Costa County (inclusive of Diablo and San Ramon Valleys) was allocated \$2.35 million for fiscal year 1980. FAU is a match grant program that requires at least 14% support from local sources. Local transit operations, the State, the County and cities must compete among one another for allocations from this fund.

Before a project can qualify for funding, it must be approved by a series of review committees at the local, regional and state levels. Each project is reviewed according to a set of criteria including project readiness and cost-effectiveness. Furthermore, the FAU funding for one project cannot exceed a year's allocation to the county.

Until greater local commitment and funding is pledged, the likelihood of funding a major project at the scale of the proposed roadway between Monument and Treat Boulevards appears remote.

Transportation Development Act

Transportation Development Act (TDA) funds are generated from a one-quarter cent State sales tax. The first allocation of TDA monies is exclusively reserved for transit projects. This year's allocation to Contra Costa County was approximately \$11 million. If there are residual monies after the transit projects have been funded, they can be used for other types of projects including the acquisition of right-of-way for high occupancy vehicles or bikeway projects. These "spillover" funds were most recently authorized under the auspices of Senate Bill 620. Another Senate bill, SB 325, provides funds specially earmarked for pedestrian trails and bikeways (2% of County TDA funds). This trailway provision amounts to about \$215,000 for fiscal year 1980-81.

Proposition 5 (1974)

In Contra Costa County, all motorist taxes (gasoline and other special taxes) must currently be used for street and roadway maintenance and improvements. Proposition 5 expands the permissible uses of motorist taxes to include the research, planning, construction and improvement of exclusive mass transit "guideways" and their related fixed facilities.

Guideway has not been precisely defined, but is believed to accommodate various transit modes including light rail, BART extension and perhaps some types of bus systems.

The measure was adopted in 1974 by the state electorate but does not become effective in any one county until approved by the local voters. To date, Proposition 5 measures to permit diversions of State revenue taxes have been adopted by most other Bay Area counties including Santa Clara, San Mateo, San Francisco and Alameda. These measures did not affect the diversion of city or county gas tax revenues. If endorsed by the voters of Contra Costa County, gas-tax funds might be used for developing a fixed guideway system within the right-of-way.

Due to the special allocation process in which these funds become available to eligible projects, a diversion of gas tax revenues may not necessarily result in a proportionate reduction in local revenues solely authorized for road construction and maintenance purposes.

Tax Increment District

Each of the cities along the right-of-way (Pleasant Hill, Concord, Walnut Creek) have established their own redevelopment district. Funding for public projects within the right-of-way under a redevelopment program would be generated from an increment to

the property tax. Under this device, a tax increment would be levied against properties within a district (as defined by political jurisdictions) to finance public projects within the right-of-way.

However, recent changes in state laws have placed restraints on the ability of local governments to levy taxes. With allowances for population growth, the Property Tax Initiative established limits to increases in the property tax to a 2% inflation factor. Therefore, any new redevelopment project (including trailway or roadway projects) will intensify the competition among other local government programs for a limited budget.

Fee Zone

The Subdivision Map Act allows the levying of a special fee for designated zones at time of issuance of building permits. These fees can be used to acquire right-of-way and make roadway or trailway improvements. Concord has recently established a development fee ordinance to supplement revenues available for public works improvements. The County has established a fee zone between Borden Junction and the Discovery Bay development to pay for road improvements on Highway 4. This approach has the advantage of providing locally generated funds without tapping competitive general revenues of communities. A fee zone is most successful when established prior to area development within the fee zone so as to produce a substantial portion of the needed project funding.

However, some aspects of the fee zone mechanism can be inequitable. For example, while benefits are shared, existing developed property avoids the encumbrance of any fee burden.

Assessment District

An assessment district can be formed upon submission of a petition containing signatures from owners of at least 60% of a designated area. Petitioners agree to tax themselves at a specific rate to pay for a public project. If the public project involves acquisition, the district can exercise condemnation rights. This funding instrument tends to be most effective when the beneficiaries of a project are few, readily defined, and enjoy comparable levels of benefits.

This mechanism is being proposed to fund the South Broadway extension in Walnut Creek. As proposed, the assessment district would encompass the commercial core area of the City.

Bicycle Grant Program

Section 141 (c) of the 1978 Surface Transportation Assistance Act authorizes the provision of Federal grants to State and local governments for bike path construction. The program is administered by the Highway Design Division of the Federal Highway Administration. For the fiscal year ending September 30, 1980, \$4,000,000 have been appropriated to carry out the program. As a matching program, the Federal share of the funds may be as large as 75% of the total eligible costs. The funds can be applied toward the costs of preliminary engineering, right-of-way acquisition, construction and project evaluation.

Pathway design and construction must be consistent with federal standards. Submitted projects will be selected for funding based on the attainment of several identified criteria.

Private Development

Portions of the right-of-way might be acquired and improved as a condition of approval for granting development on adjoining or nearby sites. The imposition of such a requirement would be justified on the grounds that the trailway would provide an essential circulation facility for commuters and other users of a development project. Such a provision would be particularly appropriate whenever variance requests are sought to parking and other conventional zoning standards.

If necessary, the County might be able to work with the developer in utilizing condemnation procedures to secure the right-of-way from Southern Pacific.

Rail Bank

Section 809 of the 1976 Railroad Revitalization and Regulatory Reform Act provides for financial assistance to local governments for programs to conserve "significant segments" of rights-of-way. The funding program is aimed at assuring availability of these rights-of-way for potential railroad use in the future.

The Rail Bank is a matching program for which the federal share can provide as much as 90 percent of total cost. This fund can be used to plan, acquire and develop recreational or conservational facilities as interim uses on abandoned railroad rights of way. Thus, trailways, roadways or linear parks could be supported by this funding source. However, in 1978 funding authorization for the program was not continued.

Magnuson Amendment to SB 1949

Senate Bill 1949, presently being considered by Congress, proposes a Railroad Transportation Policy. The Magnuson Amendment, if incorporated into the present bill, would authorize \$20 million to condemn and purchase abandoned railroad rights-of-way.

Special Legislation

Special legislation could be adopted that would specify a certain abandoned railroad right-of-way be purchased. Monies could then be appropriated into the transportation fund for that purpose.

Federal Aid Highway Act of 1973 (Section 217)

This funding program provides \$40 million annually for bikeway and walkway projects, but is limited to not more than \$2 million for any one state. Projects under this program are funded 70 percent Federal and 30 percent non-Federal.

Land and Water Conservation Fund

The Land and Water Conservation Fund Act of 1965 provides 50-50 matching grants to the states, and through the states to local governments, for both acquisition and development of recreation facilities. The program is administered by the Federal Bureau of Outdoor Recreation (Department of Interior) and is limited to facilities included in statewide comprehensive outdoor recreation plans. California is eligible for grants under this act, through the Department of Parks and Recreation. This funding source has been used to support the development of trailway facilities in former railroad rights-of-way in several other communities in California.

National Mass Transportation Assistance Act

The National Mass Transportation Assistance Act of 1974 (Section 3) authorizes the Urban Mass Transportation Administration to make grants or loans to assist states and local public agencies in acquiring railroad rights-of-way for transportation corridors.

If the right-of-way is part of the area's transportation plan but no immediate use is contemplated, UMTA will loan money to acquire the property for future use. Normal UMTA Capital Grant application procedures are used to apply for grants or loans under this program.

Housing and Community Development Act

The Federal government distributed \$12 million to Contra Costa County under the Housing and Community Development Program. These funds are earmarked to benefit low to moderate income target populations. If the proposed public projects could be demonstrated to benefit the target populations, Community Development funds might be used to acquire and develop segments of the right-of-way for trail or roadway purposes. They might also be utilized as the local share of a matching program. Funding decisions for projects are made within a hierarchical process that involves defined target areas (Neighborhood Preservation Areas), cities and the County. The Southern Pacific right-of-way transects three Neighborhood Preservation Areas: Walnut Creek, Pleasant Hill and Concord. Although projects have been authorized for these NPAs, modifications to the funding programs might be considered by the local advisory committees and the County. For public projects within the right-of-way to be funded, they would have to compete for limited funds with already authorized projects.

Additional Community Development funds will be available pursuant to the next three-year planning cycle which is scheduled to begin in the fall of 1981.

Park Dedication Fees

Park dedication fees are frequently collected by the County and cities at time of issuance of residential building permits or filing of final subdivision maps. The funds, which are administered by the County and by the cities, may be used for park acquisition and development purposes.

The revenue is allocated on the basis of geography to various park service accounts including park service districts which are represented by community advisory committees.

As of August 1, 1980, the Pleasant Hill Park and Recreation District trust account contained \$62,000. Park services within the vicinity of Walnut Creek are administered by the R-8 Service district; the account for this district is approximately \$130,000. The account of the R-7 service district, covering most of the San Ramon Valley, presently contains \$434,000. The Dublin-San Ramon Services District is an autonomous, multi-purpose district that plans for and administers recreational facilities in the South San Ramon-Dublin area. Park dedication funds from this district might be available for trailway purposes. The District's account presently contains \$48,000. In areas where there are no park service areas, collected fees are assigned to other park trust funds. Some of these funds may be available for trailway purposes.

Funds from these accounts could be used as the local share of a Federal matching program to finance the acquisition and development of a park and trailway. However, any park-like projects within the right-of-way would have to compete with other needed local projects including community centers.

Public and Publicly-Owned Utilities

Development of utility lines is usually funded from revenues gathered through local development fee and federal funding programs. These funds are generally expended for a single function and can be used to pay for easement acquisition, line installation and related costs.

In acquiring easements, the right-of-way definition invariably allows for some minimal form of surface access. One method of acquiring the right-of-way area for a roadway or trailway project would be to extend the definition of surface access to allow one or both of these projects. Subsequent bikeway or roadway development would in turn provide improved access to utility facilities

East Bay Regional Park District

The Regional Park District receives an increment of property tax revenues. Most of these funds are spent for operation and maintenance of park facilities.

Private Fund-Raising

Private organizations could sponsor events to raise funds for development of special facets of the trailway. Equestrian organizations could raise money and donate labor for the installation of water troughs and bridal posts. Jogging organizations could raise money to improve the quality of the treadway. Other civic organizations could raise money to purchase benches, water fountains and landscaping improvements.

Oil Windfall Profit Tax Revenues

Congress is presently considering how to allocate revenues generated from the recently passed federal Oil Windfall Profits Tax. This taxing program is projected to yield \$27 billion in revenues for the 1981 Fiscal Year. A primary beneficiary of these funds will be energy conservation programs. If the County can satisfy federal authorities that the proposed facility could reduce fuel consumption, acquisition and development of the trailway might qualify for use of these revenues.

Federal Revenue-Sharing Funds

The federal government annually distributes revenue-sharing funds to local multi-purpose governments. Spending constraints on these funds have been minimized so that they can be used to support a wide range of public projects and programs.

In recent years, the County's allocation of revenue-sharing funds have been devoted to pay for the construction of the new County Detention Center. Last year the funds were used to support various on-going County services. For fiscal year 1980-81, an estimated \$6.5 million will be allocated to the County.

Revenue-sharing funds might be used to finance acquisition of right-of-way or construction of trailway or roadway projects. These funds might be used to provide the local share of State or federal funding programs. Right-of-way projects would have to compete with other projects for these funds.

School Districts

Thousands of dollars are spent each year to safely transport students between neighborhoods and school sites. A separated trailway facility may be capable of reducing dependence on school buses and other related transportation expenditures.

School districts may wish to compare the cost-effectiveness of various transportation programs including trail acquisition and development. The Southern Pacific right-of-way transects these school districts:

- Mt. Diablo Unified School District
- Acalanes Union High School District
- San Ramon Valley Unified School District
- Walnut Creek School District.

Donation of Property

Southern Pacific may determine that their financial position could be best served by donating right-of-way interests and/or surplus railroad property (i.e., bridges) to the public. The company could claim the donation for tax deduction purposes.

BART

The Bay Area Rapid Transit District attempts to provide adequate parking facilities for their patrons. However, the Pleasant Hill station--as will many other BART stations--is beset with a shortage of parking spaces.

Trailway facilities may encourage more patrons to bicycle to the BART station and leave their automobiles at home. In this regard, relief from the parking dilemma might be partially relieved by a trailway facility.

PROSPECTIVE FUNDING OVERVIEW

The ability of the public sector to finance large-scale public projects as outlined in this report has greatly diminished in recent years. All levels of government are entering a period of fiscal contraction. No one funding source appears to possess the necessary resources to totally finance the implementation of these proposals. Furthermore, even collective utilization of potential public funding sources appear to be aggregately inadequate at this time to meet the proposal's expected costs.

Based on this initial review, the more promising public funding sources for a trailway seem to be as follows: (no special indication of importance is associated with sequence)

- Bicycle Grant Program
- Land and Water Conservation Program
- Park Dedication Fees
- State Gas Tax Revenues
- Rail Bank
- Transportation Development Act
- Section 217
- Federal Aid to Urban Systems
- Public and Publicly-Owned Utilities
- Special Legislation

The more promising public sources to support the development of roadways in the right-of-way appear to be the following:

- Federal Aid to Urban Systems
- Transportation Development Act
- Proposition 5
- Fee Zone
- Assessment District
- National Mass Transportation Assistance Act
- Public and Publicly-Owned Utilities

Over a 4-5 year period, elements from these funds might be assembled to incrementally contribute to the acquisition and/or development of the right-of-way. Depending on the extent of community support, these funds might be capable of developing most of the right-of-way within the unincorporated area of the county.

The balance of financial support for public projects in the right-of-way will need to rely on funding from private sources, particularly in the granting of development entitlements. Requiring off-site improvements including the provision of adequate circulation facilities is a traditional method of developing the components of urban infra-structures.

Opportunities for eliciting participation from private development projects will occur as the area continues to experience urban growth trends. One impact of rising gasoline prices and general transportation costs will be the re-location of businesses from central business districts to outlying suburban towns. A likely recipient of much of this shifting employment base will be central Contra Costa County. Projects that propose private

surface use in the right-of-way could be required to make reasonable contributions to planned public uses especially within or near commercial areas. Similarly, large scale development projects, not using the right-of-way as part of their site plan, but in a position to benefit from its development, may also be logical participants in supporting public projects in the right-of-way.

APPENDIX IV
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